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ABSTRACT

Because there is no comprehensive policy in Australia for dealing with the problems or needs of youth, this study surveys research on issues, responsibilities, and services involving youth (in Australia, defined as those ages 15-19). The educational and governmental services provided by the federal and Victoria state governments are emphasized, including those agencies helping young people in receiving job training and placement and those providing social services, including education. The authors note the efforts both inside and outside government that further a comprehensive national youth policy. Research on youth and the labor market in Australia is summarized, with notable conclusions listed. For comparison, a survey of youth policies in 11 other countries examines those countries' youth issues, services, and agencies. After summarizing the findings on international and Australian youth policies, specific recommendations are made for developing a comprehensive youth policy for Australia. (JW)

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LWS
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Authors' Statement

The post-compulsory schooling age group is in a state of crisis throughout the world. Economic and social changes, coupled with international recession, have meant that the traditional means of transition to adulthood by entry into a career structure in the workforce is no longer an option for many of them. Large numbers of young people may feel cheated of their expectations and ill prepared for the changed circumstances in which they find themselves, resulting in problems of alienation, social disaffection and destructive behaviour. More significantly, the experiences suffered by young people can permanently affect their future lives as adults, leading to a large and permanent minority whose attachment to a society which has offered them little is marginal. The issue for youth policy is how do we enable the young to engage their energy and intelligence in socially valued and personally beneficial activities which will provide options for them to become confident and socially useful adults. A youth policy is not only necessary to keep young people off the job market, or train them for entry to the job market, but to provide them with the means of successful transition to adulthood.

L.W. Shears

J.K. Matthews

CHAPTER 1

AUSTRALIA

YOUTH : DEFINITION AND POLICY

1.1 Programs for a specifically defined 'youth' age group are generally directed towards 15-19 year olds, and in some cases 15-25 year olds.

1.2 There is no comprehensive national statement of what constitutes the 'youth' age cohort, its needs, problems and responsibilities, and what operational objectives are appropriate to meet them.

YOUTH : ISSUES

Employment

1.3 There is considerable concern in Australia about the extent of youth unemployment, which has risen fourfold during the last ten years and has become even more evident in recent months with the rapid general deterioration in the economy. Australian Bureau of Statistics figures for January 1983 revealed that 29 per cent of 15-19 year olds were unemployed and looking for full-time work. There has been a marked increase in the duration of unemployment by young people, rising from an average of 7-8 weeks in 1973 to 25.4 weeks in 1981.

1.4 However, the high concentration of unemployment in the youth age group is not a new phenomenon. The teenage labour market has been deteriorating since the mid-1960's. The proportion of young people in full-time work has fallen from 59.5% in 1966 to 40.0% in 1981. Teenagers' share of the total workforce dropped from 13% to 9.8% between 1966 and 1976. (16) Prior to the mid-1970's, the deterioration in the youth job market was masked by the low level of unemployment overall and the high level of participation by youth in formal education. The recent period of economic decline and escalating overall unemployment, together with reduced participation rates of young people in educational institutions up to 1983, has focussed attention on this decline in job opportunities for the young.

1.5 Reduction in demand for teenage labour has affected girls particularly, and their employment has deteriorated at a greater rate than that of males. During the past eight years of slow economic growth, teenage males have held a fairly constant share of full-time male employment, at about 8%, but the share of teenagers in full-time female employment has continued to decline, from 18.6% in 1973 to 14.4% in 1981. This has been largely attributed to the greater availability of apprenticeship opportunities for males (7). However, in the past year male teenage employment has suffered a sharp decline as well.

1.6 At the same time there have been stuctural changes in the teenage labour market, the most important of which has been the growth of part-time work, mostly in unskilled sales and services areas. Between 1971 and 1981, the total number of 15-19 year olds holding part-time jobs rose from 25,100 to 64,600 for males and from 25,600 to 80,500 for females (7). Most of this part-time labour force has been recruited from amongst the ranks of full-time students. In 1981 more than 60% of males and 55% of females holding part-time jobs were still at school, and a significant further proportion were tertiary students. (7) This increase in the number of part-time job opportunities has coincided with the elimination of a nearly equal number of full-time jobs. However, the full and part-time labour markets for youth are essentially separate and distinct, and it is not the case that employers have been substituting part-time for full-time teenage labour. Part-time jobs are relatively insecure, short term and lacking in career development opportunities, and are unrelated to the education being undertaken by those who hold them.

1.7 The decline of full-time job opportunities for teenagers has not been uniform across all occupations and has in some ways run counter to general trends in the occupational structure of the workforce as a whole. In the last ten years there has been a strong growth in some forms of white collar employment, while blue collar employment, both skilled and unskilled, has declined. However, in the youth job market the most severe decline has been in white collar occupations, affecting girls particularly, and there has been an increase in the share of youth in blue collar jobs. This has been attributed to the strong growth of the apprenticeship system during the 1970's and the opportunities it presented for males in

the skilled trades (7). While manufacturing industry has declined in recent years, the proportion of male teenagers employed in it has increased. However, this has recently been reversed because of sharp reductions in total employment opportunities in the skilled manual trades. There are signs that the limits of capacity for apprentice training and employment have been reached and opportunities for male teenagers in the blue collar area have now contracted.

1.8 The conclusions which can be reached are that the number of full-time jobs available to teenagers has contracted significantly in the last 10 years; jobs for girls have been contracting at a faster rate than jobs for boys; and the one area where jobs have increased - the skilled trades - is a result of distortions in a labour market which is in fact declining overall and is now contracting sharply for youth as well. This decline in full-time job opportunities has been offset by an increase in opportunities for part-time jobs, but these largely serve a separate category of young people, those in full-time education, and are unrelated to both the education being undertaken and the needs of those seeking full-time work. High levels of youth unemployment have focussed attention on the structural changes in the youth labour market and the position of employment as a central feature in the transition of youth to adulthood.

Educational Participation

1.9 Coinciding with the high level of youth unemployment has been a decline in the participation rates of young people in schooling and higher education between 1975/76 and 1981/82. The retreat from full-time education is summarized in Table 1, which demonstrates an overall decline in participation of 5.0% in schooling, 14.7% in universities, and 21.8% in advanced education from peak years in the mid 1970's to 1981 (7). This decline has been much greater for males than for females. More females than males are now completing secondary education.

TABLE
PARTICIPATION BY 17-19 YEAR OLDS IN FULL-TIME SECONDARY AND HIGHER EDUCATION - AUSTRALIA

	Year of peak participation	Decline from peak year to 1981(a) (per cent)	Pre-peak year of corresponding participation to 1981(b)
SCHOOLS			
Males	1972	18.6	1967
Females	1978	2.7	1977
Persons	1978	5.0	1975
HIGHER EDUCATION			
- Universities			
Males	1974	18.9	1965
Females	1975	8.9	1971
Persons	1975	14.7	1969
- Advanced education			
Males	1976	18.9	1973
Females	1976	23.5	1973
Persons	1976	21.8	1973
- Total higher education			
Males	1976	18.8	1971
Females	1976	17.2	1973
Persons	1976	17.9	1972

(a) Adjusted for changes in the size of the corresponding population.
(b) For example, the level of male participation in senior secondary education in 1981 was approximately equal to the corresponding level reached in 1967 during the movement towards the peak in 1972.

Source : Learning and Earning. A Study of Education and Employment prospects for young people. Tertiary Education Commission 1982.

This decline has been offset by participation in the TAFE sector, which increased slightly for males and quite markedly for females between 1975 and 1981. Over 30% of all 17-19 year old males are enrolled in TAFE, many of them through apprenticeships, and over 15 per cent of females. (7) TAFE is therefore a major component in the educational activities of young people. The organisational structure, learning environment and courses offered by TAFE appear to be more attractive to many young people than continuation in secondary schools.

1.10 Associated with the retreat from full time secondary and higher education is some evidence that this has been occurring at the highest levels of educational attainment. Investigations by the ACER in 1979 and 1980 revealed that of those in the top quartile of educational achievement, 44% held full time jobs by the age of 18, and by age 19 this percentage had increased to 52%. 20% held apprenticeship positions. Of those students who reached year 12 at school less than half were proceeding to full time studies in higher educational institutions and increasing numbers were opting for full time employment not customarily associated with year 12 attainment. (4) It is evident that an important minority of able students have been opting to take up employment rather than continue with full time education, reducing even further the number of job opportunities available to young people with lower school achievement records.

1.11 Various factors have been suggested as contributing to the trend away from tertiary education. The general uncertainty of employment prospects has influenced able students to take up jobs or apprenticeships immediately rather than deferring entry to the labour force by undertaking tertiary study. The value of tertiary studies in gaining employment has come under question with the emergence of graduate unemployment, albeit at lower levels than general unemployment, and reduced prospects for graduates of single purpose courses such as teacher education. Financial returns from tertiary education are also less attractive as the salary advantage of the average higher education graduate has been steadily reducing. The availability and value of student assistance has also had some effect on decisions to enter, or remain, in tertiary education. (7)

1.12 A number of other influences such as government funding policies, the perceptions of parents and students, opportunities for mature age entry, and community attitudes have also been canvassed as affecting the decisions of able students in relation to higher education. Parental encouragement and the perceived social role of the student as against that of the worker have been found to be major influences. (5) Decisions to leave secondary school have been found to be related to lack of success in mastering basic skills and school curricula, disadvantages of home background and location, (77) dislike of the school environment, and the desire to achieve the adult status and independence of work. (37)

1.13 On the other hand there is evidence of a 'shelter' effect of education for girls, whose opportunities for employment,including apprenticeships, has been much lower than for boys, and who have remained longer in school as a consequence. This is reflected in retention rates for girls. (7).

1.14 Recently there have been signs of a reversal in the trend away from educational participation, coinciding with an even sharper deterioration in the labour market in 1982 which has affected teenage males even more severely than females, reversing previous trends. The proportion of teenagers at school increased slightly between 1981 & 1982, rising from 34.2% to 34.9% for males and 35.5% to 35.8% for females. (7) This trend has continued into 1983 and there are also signs that participation in higher education has begun to increase. These increases, however, have fallen far short of compensating for the major decline in full time employment opportunities. There is another problem which relates to the school programs being offered. If these remain the same as the curriculum and procedures from which students fled in the first place, they are not likely to retain the students for long, particularly if the economic climate should improve.

1.15 Issues that arise for youth policy from these trends include -

- participation in education as a factor in the supply and demand of young people for the labour market.

- the most appropriate forms of educational options for young people, including the nature of the curriculum and the environment in which learning takes place.

- the organisational patterns of provision for the post compulsory age group, particularly the interface between secondary education and TAFE.

- the relationship between education and work

- and the role of education in maximizing optimum conditions for the transition of young people to adulthood.

Youth Accommodation

1.16 With the deterioration in the economy and the growth of unemployment over the last few years, youth accommodation and the extent of homelessness amongst young people have emerged as problems. Adolescents who have been compelled or induced to leave home because their parents are unable to support them, or in order to seek work in other areas, have contributed to a growing pool of homeless youth which has placed strain on short term accommodation and relief agencies.

1.17 Factors contributing to youth homelessness have been identified as the precarious financial position of young people who have lost jobs or benefits, or who face unexpected expenses; legal and financial difficulties in signing contracts and providing bonds; shortages of public and private rental accommodation available for young people; and the lack or breakdown of support networks for young people. (10) It has become increasingly difficult for the young to enter the normal rental or housing mortgage market because of high rents and interest rates, some prejudice against young people in the market, and shortages of public housing. (10)

1.18 Figures for homelessness amongst the young are generally unreliable. However, an indication of the problem is provided by the statistics for the January-March quarter, 1981, by the Youth Accommodation Services Program in Victoria. During that period there were 1,671 requests for emergency accommodations, of which 62% were not able to be met. A Senate Standing Committee investigating the problem of homeless youth reported in August 1982. (1)

1.19 Youth homelessness can be viewed as a problem essentially arising from recession rather than a long-term structural change in the position of young people in society. However it does raise fundamental questions for youth policy relating to the social recognition of degrees of independence of young people from their families, particularly in the younger age groups; the relative responsibilities of family and government towards them; and their legal and social right and financial ability to seek independent accommodation, particularly in view of the fact that their participation in full time paid work can no longer be expected automatically.

Health and Human Relations

1.20 Young people, at a crucial and vulnerable stage of their development, have consistently expressed a need for information, counselling and support services in these areas. This is evident in such forums for the expression of youth opinion as National Youth Council Conferences, Youth Affairs Council of Australia consultations, International Youth Year consultations and the regional consultations of the Victorian Office of Youth Affairs.

1.21 They have raised a number of specific items for consideration. One of these is drug use and abuse. While all drugs are used by adults more than by young people, by the age of 15 drug usage is beginning to approach the adult level and by 18 is indistinguishable from it. (17) Alcohol is the main problem, since it is responsible for 50% of car accidents and a resultant high level of death and injury among young people. (17) Another area of concern is sexuality and sexual relationships, with associated problems such as venereal disease, unwanted pregnancies, the position of homosexuals, and uncertainty about sexual codes of behaviour. (13) Broader problems of human relationships, including those with parents, other family members and adults in authority positions, as well as between young people themselves, are also of major importance to young people. (13) Mental health and equilibrium, particularly in situations of unemployment and consequent loss of self-esteem and confidence, appear to be significant problems for some young people. (18)

Youth and the Law

1.22 Youth opinion as expressed in these consultations and conferences has also demonstrated a concern about such issues as access to legal aid, the position of youth in relation to various areas of the law, relations with police, procedures relating to minors in courts and corrective institutions, the legal rights of young people in the family, the workplace and the educational institution, and avenues for the legal redress of discrimination against young people of minority groups. (13) There are anomalies in industrial legislation covering the status of minors of different ages, apprentices, trainees and young people on work experience programs with regard to the use of certain tools and the activities and responsibilities allowed to be undertaken. The legal standing and expectations of students in secondary schools are different from that of young people of the same age engaged in other activities and may contribute to the desire to leave school. As well, the age at which people are assumed to be responsible for their own actions in a variety of legal situations differs to some extent.

Social and Recreational Activities

1.23 Until recently the social and recreational needs of youth were the major focus of voluntary and government activities in this area, and 'youth' as a target group for policy making was viewed from within a recreational context. While economic recession, high youth unemployment and changes in educational provision and participation have altered the context for perceptions of youth, the problem of leisure remains. A number of studies, including the Victorian Youth Needs and Public Policies report of 1976 (21) and a 1980 report for the Federal Office of Youth Affairs on Educating for Leisure, (9) have emphasised the continuing importance of enabling youth to put their energies to use in constructive social and recreational activities. Young people themselves, in a variety of conferences and consultations, have continued to express a concern with this area. The regional consultations of the Victorian Government have revealed that unemployed youth have some difficulty in dealing with large amounts of unstructured time, which is often spent in passive pursuits such as watching television. The provision of social and recreational opportunities are seen as important in countering apathy, poor self-concept and destructive behaviour. (21)

Participation in Decision Making

1.24 Discussions with leaders of voluntary youth agencies emphasise a need for young people to be seen as responsible members of society, particularly in relation to participation in the making of decisions that affect them. Awareness for avenues for effective participation and the development of the necessary skills in young people are a large component of the work of the voluntary sector.

Disadvantaged Youth

1.25 The problems of the youth age-group are not spread evenly over all young people. Disadvantaged groups of youth include females, racial and ethnic minority groups, Aboriginals, isolated rural youth, those from socio-economically disadvantaged families, and physically and mentally handicapped persons. Because young people in these groups suffer disproportionately, they are more likely to require special attention.

Income and Financial Support

1.26 Sources of financial support for young people are families, paid employment, or government grants for unemployment relief or various types of study. Government grants will be detailed more fully in Paragraphs 1.57 - 1.59. Unemployment benefits for those under 18 are much lower than adult unemployment benefits. The regional consultations in Victoria have revealed a widespread feeling amongst young people that the under 18 unemployment benefits do not meet living expenses, and that provision for 15 year olds is inadequate. (19)

1.27 Study grants equal to unemployment benefits are available to those participating in designated government schemes for the education and training of unemployed youth, while means tested allowances are available for secondary and tertiary students at a lower level than unemployment benefits. Students in the same institution may therefore be in receipt of different types and levels of assistance or no assistance at all. Means testing is made on family income for secondary and most tertiary students, but on the individual's earnings for unemployment and training benefits, so that some individuals of the same age are considered to be independent and some are not. The unemployment benefit is reduced if recipients engage in part-time work, and is not paid if study exceeds 8 day-time hours a week. This has been seen as acting as a deterrent for young people to find part time or temporary employment or improve their education and skills. (19)

1.28 Concern by young people over the adequacy and patterns of government financial assistance raises several questions about the financial support of young people in society. These include the degree to which young people should be considered independent of their families and the age at which such independence can be assumed, the uses to which financial support schemes can be put to encourage participation in different types of activity, such as education, and the extent to which access to adequate income support by government should be considered as a right and by whom.

General

1.29 This list of issues affecting youth is by no means exhaustive, since young people are affected by the full range of social activities and institutions as are other age groups. It is not possible to single out a discrete category of social issues which affect youth in isolation from other age groups. Nor is it realistic to view the sum total of social endeavour entirely from the point of view of a particular age group, ignoring the effects on other age groups in the population. However, these matters have been included here because they have been demonstrated to be of some concern to young people themselves, because they are more central to this age group than others, or because they indicate a breakdown in established routes for the transition from childhood to adulthood and therefore require some reassessment.

RESPONSBILITY FOR YOUTH

1.30 It is important to recognize that youth is a stage of life through which all of the population passes, rather than a distinctive minority group. The social infrastructure and services provided by government for the whole of society impinge on young people as on other age groups, and therefore almost all government departments have functional responsibility for some aspect of policy relating to youth. However, some are more relevant to young people on the threshold of adult life than to other age groups in the population. Of particular importance are provisions for education, training, employment and associated financial support, since options provided and taken up in these areas can have a profound effect on the subsequent course of the individual's life.

Federal Government

1.31 At the federal level, departments with responsibility affecting youth now include the Departments of Education and Youth Affairs, Social Security, Health, Employment and Industrial Relations, Immigration and Ethnic Affairs, Aboriginal Affairs, Housing and Construction, Prime Minister and Cabinet and Finance.

State Government

1.32 Similarly, at the Victorian level, departments with functional responsibility include Education, Employment and Training, Community Welfare Services, Health, Housing, Youth, Sport and Recreation, Immigration and Ethnic Affairs, Aboriginal Affairs, Transport, Police, Law, Premier and Cabinet and Local Government. There are also a number of statutory authorities and semi-government bodies involved in provision for education and training of youth. These include the Victorian Institute of Secondary Education and the Technical and Further Education Board, which are responsible to the Minister of Education, and the Industrial Training Commission which is under the jurisdiction of the Ministry of Employment and Training.

Local Government

1.33 Local governments also provide a number of services of direct relevance to young people, although these vary with the municipality and the availability of grants for local government programs. They include leisure and recreational services, municipal welfare services and local health services.

Voluntary Sector

1.34 In the voluntary sector there are a large number of organizations operating at federal, state and local levels. These include organizations working for and with youth, such as the YMCA, YWCA, Scouts, Guides, Church groups and Red Cross, and organizations of young people themselves, such as the Australian Union of Students and its affiliates, youth sections of political parties, and other youth clubs and groups formed for recreational, social or idealogical purposes. National youth organizations may receive grants from the federal government under a Program of Assistance to Youth Organizations. Voluntary organizations may also receive grants from the Victorian State Department of Youth, Sport and Recreation.

STRUCTURES FOR COORDINATION

Federal Government

1.35 At the federal government level an Office of Youth Affairs was established in 1977 within the Department of Employment and Youth Affairs, later named the Department of Employment and Industrial Relations. Associated with this Office is a Youth Advisory Group. The functions set out for the OYA at its inception were to seek coordination of federal programs for youth, and coordination and consultation with state and local governments and the voluntary sector in relation to Commonwealth programs affecting youth; to advise on youth needs and youth policy; to support initiatives concerning youth at all levels; to provide a channel of communication with youth, and to provide a small research and information capacity. The Office has been given major responsibility for coordinating activities for International Youth Year in 1985.

1.36 Under the new federal government elected on 5 March 1983, the Office of Youth Affairs has been transferred to the Education portfolio, renamed the Department of Education and Youth Affairs, and it is government policy that a more coordinated approach to programs for education, training, employment and financial support will be taken. At this date, details of function of the new structure at the federal level are yet to be announced.

1.37 Coordination between the Departments of Education and Employment and Industrial Relations has taken place in relation to transition programs and education and training programs for unemployed youth, which have needed to be approved by both Ministries.

1.38 The Australian Education Council, which consists of Ministers of Education at both State and Federal levels, is attempting the development of a comprehensive youth policy at the national level. It initiated a Task Force on Youth Policy in 1982 and is investigating options to improve the response of educational institutions to the needs of the young, and processes for the establishment of a comprehensive youth policy.

State Level

1.39 Each state has established a Youth Bureau or Office of Youth Affairs within a government department. In Victoria this Office is located in the Department of Youth

Sport and Recreation. It deals with a range of youth problems and programs, maintains liaison and provides support for voluntary youth agencies, and performs an advisory and advocacy role with other government departments, particularly in the areas of information, legal aid, homelessness and employment. The Office of Youth Affairs has convened a Youth Transition Policy Task Force to develop a comprehensive youth transition policy by a process of regional consultation through the regional structures of the Department of Community Welfare Services. The Task Force includes representatives of the Departments of Youth Sport and Recreation, Employment and Training, Community Welfare Services, Education, and Premier and Cabinet, the Victorian Institute of Secondary Education, the TAFE Board and the Transition Education Advisory Committee. The consultations are now completed and a report is expected in mid-1983.

1.40 Programs funded by the federal Government for the transitional education and training of young people in both the schools and TAFE sectors in Victoria are coordinated and a coherent overall policy towards them adopted by the Transition Education Advisory Committee. This committee comprises representatives of VISE, the TAFE Board, the Education Department, the Ministry of Employment and Training, Regional Directors, and the Commonwealth Departments of Education and Employment and Industrial Relations.

Regional and Local Levels, Victoria

1.41 At regional and local levels in Victoria there are a number of instances of a coordinated approach to meeting the needs of young people across a range of areas. These include the Greater Ballarat Area, where the Ballarat Transition Task Force, the Ballarat Regional Employment Committee and the Central Highlands Family and Community Services Regional Consultative Council of the Department of Community Welfare Services have combined to take a decision that strategies within one sector must be supported by action from the other sectors. There has been a focus on shared initiatives, sharing of resources and joint preparation of reports. Another example is in Brunswick, where a Secondary Education Council (BRUSEC) was established in 1976 to develop a collective approach to resource allocation between schools in the area. BRUSEC has worked in conjunction with other agencies operating in the youth field to coordinate local

initiatives and attempt to combine the work of federal and state funded projects operating in the area. In the eight Inner Urban Region Municipalities, a regional Children and Youth Services Committee was established in 1981 to determine how services should be planned, funded, and coordinated. In areas such as these it is believed that institutional rigidities in federal and state funded programs inhibit local coordination. (12)

Voluntary Sector

1.42 In the voluntary sector, the Youth Affairs Council of Australia is the peak organisation at the federal level. The YACA consists of four different forums - the Conference of Australian Youth Organisations, the National Youth Council of Australia, which is the forum for organisations of young people themselves, the Nationwide Workers with Youth Forum, and the National Forum of State Youth Affairs Councils.

1.43 The State Youth Affairs Councils are the peak bodies at the state level. In Victoria the Youth Affairs Council consists of four forums, for youth organisations, young people themselves, workers with youth, and local areas. Each forum nominates 3 or 4 people to the central management group that distributes resources.

PROVISION OF SERVICES

General

1.44 This section will deal primarily with examples of programs for young people in the areas of education and training, employment and income support, since these are areas of fundamental concern in the transition of young people to adulthood and the kinds of adults they are enabled to become. Services in other major areas affecting youth will also be mentioned.

Federal Government

Employment-Related Measures

1.45 Several approaches can be taken to the problem of youth unemployment. These can be broadly categorised as measures to reduce the supply of teenage labour, measures to increase the demand for it, and measures to improve

the competitiveness of young people on the job market. Most federal government programs for young people in Australia can be considered in the context of these approaches. The Department responsible for all employment related measures has been the Department of Employment and Industrial Relations.

Apprenticeship Assistance

1.46 A major component of the Commonwealth government's approach has been to increase the demand for teenage labour by supporting and expanding the apprenticeship system. The main programs are :-

. Commonwealth Rebate for Apprentice Full Time Training (CRAFT) which is provided to employers to increase the number of apprenticeship opportunities available. It consists of a tax-free rebate of the daily wage for an apprentice attending a basic trade course during working hours, an off-the-job training rebate for first year apprentices attending training at an off-the-job centre, and reimbursement of certain costs incurred in training other employers' apprentices or forming cooperatives for apprentice training purposes. A living away from home allowance is also paid to eligible apprentices.

. Special Apprenticeship Training, which consists of
  - Group One Year Training, which provides apprentices indentured to private firms with full time training in Commonwealth or State Government Departments for all of the first year, at full cost to the Commonwealth.

  - Special Assistance Program, which provides a wage subsidy to employers who engage out-of-trade apprentices, and an allowance to out-of-trade apprentices to allow completion of basic training in off-the-job institutions or centres.

  - Group Apprenticeship Support Program, which offsets the administrative costs of establishing group apprenticeship projects, Costs are shared by Commonwealth and State Governments.

Measures to Assist On-the-Job Training

1.47 These measures include :-
. Subsidies to employers for on-the-job training when a qualified person cannot be found for a vacancy. Trainees may be chosen from eligible persons referred by the Commonwealth Employment Service.

- Skills in Demand, a program which provides allowances to individuals and subsidies to employers where trainees are selected from unemployed people.

- Training Assistance for the Disabled, which provides higher subsidies to employers to employ and train disabled people.

- Subsidies to employers to provide on-the-job training for Aboriginals.

- General Training Assistance (GTA), which is available to job seekers who have become unemployed because their skills are outdated or inappropriate. Allowances are paid to individuals undertaking courses to update their skills, and subsidies to employers who provide on-the-job training. These are only available in areas where the Department of Employment and Industrial Relations considers there will be an employment demand on the completion of training.

The Special Youth Employment and Training Program (SYETP)

1.48 This is a measure designed to increase the competitiveness of young people on the job market by giving them experience in the workforce. Employers receive a subsidy for participating in the program. Two levels of subsidies are available :-

- Standard SYETP provides a weekly subsidy of $75 to an employer who provides work experience and on-the-job training of up to 17 weeks for a person aged 15-24 who has been unemployed and away from full-time education for at least 4 of the last 12 months. Award wages must be paid.

- Extended SYETP operates in the same manner but for an extended period. People aged 18-24 can receive 34 weeks work experience and training if unemployed and away from full-time education for 8 of the previous 12 months. The subsidy to employers is $100 for the first 17 weeks and $75 thereafter.

1.49 The Federal Labor Government intends to replace SYETP with a new Private Sector Assistance Program which will use subsidies to ensure that a quota of disadvantaged young people are included in the program.

Job Placement and Information Services

1.50 These can be considered as measures to match demand with supply and are administered by the Commonwealth Employment Service. They include:

- Job Placement and Counselling
- Career Reference Centres in major cities which provide information about occupations,
- Work Information Centres in country CES offices which provide a similar service,
- Youth Resource Officers which supply information to secondary schools and a range of printed materials on different occupations.

1.51 Other Commonwealth government departments also cooperate in providing work experience placements for secondary school students.

Education Programs

School to Work Transition Programs

1.52 The Commonwealth government is sponsoring a 5 year School to Work Transition Program which can be considered as a measure to increase the competitiveness of young people by improving their vocational preparation, and also as a measure to reduce the supply of teenage labour by making continuation in secondary education more relevant and attractive to them. The federal departments of Education and Employment and Industrial Relations have been jointly responsible for the program.

1.53 In the schools sector, the transition program provides assistance for projects in secondary schools to improve the relevance of education to the world of work, increase the range of options available to young people, and ensure that these options are available to those young people most 'at risk' of future unemployment.

1.54 In the TAFE sector, transition programs are intended to provide 15-19 year olds with job-related skills to prepare them for future employment. They include:

- Pre-apprenticeship courses of 12 months which reduce the training period for apprenticeships in particular trades.

- Pre-employment courses, 10-20 weeks in length, which cover a range of subjects about the world of work and include some specific skill training.

The Educational Program for Unemployed Youth (EPUY)

1.55 This program provides short full-time courses of 10-24 weeks in basic numeracy, literacy and work search skills in TAFE colleges for unemployed young people referred by CES. As with the transition program, EPUY has been a joint responsibility of the Departments of Education and Employment and Industrial Relations.

Social Support and Community Involvement for Unemployed Youth

1.56 The Federal Department of Employment and Industrial Relations has also been responsible for a number of programs for the mutual support and community involvement of unemployed young people. These include :-

- The Community Youth Support Service (CYSS) which is a program for young people between 15 and 25 who are unemployed and not in full-time education. Assisted by a grant from the Commonwealth for staffing, Local Management Committees operate CYSS projects which offer a range of activities including work creation activities; training in job skills and job search skills; work observation and experience; advice, information and referral services; life skills such as budgeting and nutrition; incidental job placement, and incidental recreational activities. Attendance at a CYSS centre is voluntary, and participants retain their eligibility for unemployment benefits.

- The Volunteer Youth Program, which is a small pilot program providing opportunities for unemployed youth to participate in unpaid community service activities.

- Community Youth Special Projects which assist a small number of community organisations to develop special projects for unemployed young people.

Financial Assistance

Educational Assistance

1.57 A variety of assistance for educational purposes is provided by the Federal Government. This includes :-

- The Secondary Allowance Scheme, which provides a maximum benefit of $871 a year payable to parents of children in years 11 and 12 of schools or TAFE colleges where family income does not exceed $12,248. Smaller amounts are payable for incomes of up to $19,097 if there is more than one child.

- The Tertiary Education Allowance Scheme, which provides a means tested allowance for students enrolled in universities, CAEs or TAFE colleges. The maximum rate for students living at home is $38.65, and for independent students and those living away from home $59.62.

- The Adult Secondary Education Assistance Scheme which provides assistance for full time matriculation level courses.

The government department responsible is Education and Youth Affairs.

Assistance for Skills Training, Job Seeking and Participation Programs.

1.58 The Department of Employment and Industrial Relations has provided this type of assistance as follows:

- A Transition Allowance equal to unemployment benefits plus $6 a week, paid to unemployed trainees in TAFE transition courses and the EPUY scheme.

- Subsidies of $20 a week for school leavers attending TAFE pre-apprenticeship courses if they are not eligible for a transition allowance or TEAS.

- A Fares Assistance Scheme which covers public transport costs for the unemployed from a CES office to a place of prospective employment.

- A living away from home allowance which is paid to eligible apprentices at the rate of $35 a week for the first year and $14 for the second.

- $6 a week in addition to unemployment benefits for participants in CYSS and Youth Volunteer Programs.

Family Income Support and Unemployment Benefits

1.59 The Department of Social Security provides a range of benefits which include:

- A Family Allowance, paid to parents in respect of all children under 16, and dependent full-time students aged 16-25 if they are not covered by another scheme (eg. TEAS). The rate for 1 child is $22.80 a month, for two children $55.35 a month, 3 children $94.35 a month, and 4 children $133.35 a month.

- Unemployment benefits, paid to those who are over 16, registered with the CES, and actively seeking work. The maximum single weekly rate for those under 18 is $40. For those over 18 it is $64.40. Those engaged in educational activities for more than 8 daytime hours a week are not eligible for unemployment benefits. The benefit is reduced by 50 cents in the dollar for every dollar earned in part-time work over a maximum level of $10. There is a waiting period of 6 weeks for school leavers or those who have voluntarily left jobs before unemployment benefits can be received.

- A Special Benefit is available to 15 year olds. They are not normally entitled to unemployment benefits, but may apply for this Special Benefit which is equal to the rate for those under 18 if they can demonstrate that they have been involved in permanent full time work which has ceased due to unforseen circumstances.

Housing

1.60 A Youth Accommodation Service Program (YASP) is jointly funded by the federal and state governments to provide emergency and short term accommodation for homeless youth. The responsible departments are Social Security at the Federal Level and Community Welfare Services at the State level.

In addition the federal government provides assistance to non-government organisations operating programs to assist homeless youth under 18 to establish themselves in suitable longer term accommodation.

Health

1.61 The Federal Departments of Health and Social Security both operate programs and services related to health. These include:-

- A rehabilitation scheme aimed at preparing physically and intellectually handicapped people for independent living and for employment when relevant. The scheme provides Comprehensive General Rehabilitation Centres, and Work Preparation Centres for mildly intellectually handicapped school leavers.

- Free Health Care Cards, which are available from the Social Security Department for young people who are unemployed, whose income is below a certain level, who are refugees or recent immigrants or who are in receipt of pensions such as those for invalids or supporting parents.

- Family Planning Associations supported by the Commonwealth Department of Health, which provide adolescents with counselling on matters related to contraception, unplanned pregnancy, sexually transmitted diseases and gynaecological difficulties.

Legal Issues

1.62 Legal advice and representation is made available to young people and their families through state and territory Legal Aid Commissions which are funded from both federal and state sources. The Family Court of Australia has jurisdiction over matters concerning the custody, care and control of minors in situations of marital and family problems.

Social and Recreational Activities

1.63 The federal government provides grants to voluntary youth organisations under a Program of Assistance to Youth Organisations (PAYO) to enable them to extend and improve their services in providing avenues for the participation of young people in social and recreational activities and for the expression of their views. It also operates an international youth exchange program. The Department responsible has been Employment and Industrial Relations, through its Office of Youth Affairs, which has now been transferred to the Department of Education and Youth Affairs.

State Government

1.64 Each state has different patterns of provision in matters relating to the education, training, employment and welfare of young people. This section will concentrate on the measures adopted in the state of Victoria.

Education

1.65 The Education Department funds and administers secondary high and technical schools. The former offer courses to year 12 level, at which point students may take Higher School Certificate Examinations for tertiary entry, or complete alternative courses. Technical schools offer courses in Year 11, and in many cases in Year 12, but do not offer Higher School Certificate courses. Students may transfer to TAFE colleges in order to undertake a Tertiary Orientation Program (TOP) which will enable entry to further education in Colleges of Advanced Education, the TAFE sector, or many faculties in Universities. Some technical schools, mainly in country areas, offer T.O.P. The technical and secondary divisions of the Education Department have recently been phased out, and an enquiry is in progrss into the best forms of provision for post primary education.

1.66 The Education Department provides Career Education Coordinators through its Career Education Section, and supports work experience programs in both types of post-primary school.

1.67 The Victorian Institute of Secondary Education (VISE) has responsibility for secondary school curriculum assessment procedures and certification. It also has statutory responsibility for school to work transition. VISE has worked to modify examination and certification procedures, and to enable curriculum offerings to be relevant to a wider range of students and more responsive to local needs. The HSC has been modified to include'Group 2' subjects and Approved Study Structures which are proposed by individual schools and cover a wider range of subjects than those required for tertiary entry. VISE also undertakes research and consultation on issues related to transition to work or further study, disseminates information and advice, and participates in policy forming committees.

1.68 The TAFE Board is responsible for all TAFE programs including access, prevocational, and EPUY courses. TOP courses are provided in TAFE colleges and are outside the jurisdiction of VISE. TAFE Colleges also offer Vocational Orientation Program Courses at Year 11. These are state funded transition programs related in aims to the federally funded programs and serving the same type of clientele. As well, Link Programs are offered as part time stream 5 courses for secondary students in years 11 and 12. Students are enrolled in a secondary school, but attend these courses as a means of broadening their experience and perceptions of the options available to them.

1.69 The provision of post-compulsory year 11 and 12 courses in TAFE colleges as well as in secondary and technical schools has blurred the distinction between secondary and post-secondary education and led to demarcation problems in Victoria. High and technical school principals have expressed concern that duplication of year 11 courses could be uneconomic and inequitable and could result in a loss of resources and reclassification of their schools. At the same time, many technical schools have decided to offer year 12 courses, competing with TOP in TAFE colleges. Similar demarcation disputes have arisen in Tasmania between matriculation/community colleges and TAFE colleges. The institutional organisation of the provision of education and training for the post-compulsory age group requires clarification and a comprehensive approach. (8)

1.70 The Transition Education Program as a Special Case of State-Federal Cooperation.

The Victorian Transition Education Advisory Committee (TEAC) advises the Minister for Education on the allocation of moneys for School to Work Transition Projects in both schools and TAFE colleges. Since it provides an example of a federally-funded program administered at the state level on a regional basis and involving a range of state, federal and non-government agencies, at various levels, the operation of this program repays some consideration. At the federal level the Department of Education and the Training Policy Branch of the Department of Employment and Industrial Relations (DEIR) have shared responsibility for the management of the program.

Proposals submitted by state authorities must be approved by both ministries. DEIR is responsible for the administration of allowances for young unemployed people taking approved transition courses. At the state level the Transition Education Advisory Committee (TEAC) reports to the Minister jointly through both the Education Department and VISE Council, and staff are seconded to the TEAC secretariat from both bodies. TEAC consists of representatives from the Victorian Education Department, the Regional Directors, VISE, the Ministry of Employment and Training, the TAFE Board, and the state offices of the Commonwealth Departments of Education and Employment and Industrial Relations. Within each Education Department region, there is also a Regional Transition Education Advisory Committee, which is chaired by the Regional Director and consists of representatives from secondary schools, primary schools, special education, TAFE, employers, employee groups, the Commonwealth Employment Service, community groups, parents and non-government schools. The procedure for making grants is as follows:-

- Individual schools put up proposals to the regional TEAC, which approves and funds programs. The state TEAC ratifies regional decisions and allocates money to the regions.

- Projects that are state wide or affect a number of regions are approved by a State Coordination and Policy Review Committee.

- In the TAFE sector, individual colleges put submissions to a TAFE Transition Advisory Committee, which consists of members drawn from the TAFE Management Unit, Regional TAFE Boards, the Office of Women's Affairs, the Vocational Orientation Centre, the EPUY Staff Association, the Technical Schools Division, the TAFE Transition Unit, the Commonwealth Departments of Employment and Industrial Relations and Education, the Congress of Employers Associations, the Trades Hall Council, the Technical Teachers Union of Victoria, MEAT, VISE, and TEAC. The proposals are approved and forwarded to the TAFE Board, which then submits them to TEAC.

- Programs funded must operate within guidelines established by the Commonwealth government. There are also state guidelines established by TEAC which represent the interpretation and adaptation of Commonwealth policies within the Victorian context.

In Victoria TEAC does not accept that school programs should focus exclusively on low ability students labelled as 'at risk', but should consider broader curriculum questions for young people of all ability levels, sexes and social groupings. Proposals must have wide support within the school and the local community, and seek to develop broad skills necessary for transition to work and the active participation of students and parents.

1.71 The administration of the Transition program has a number of important features. These include:

- Cooperation between two relevant departments at the federal level.
- A high degree of decentralization, with the state committee being responsible for state policy and the operation of the scheme, and regional committees having major responsibilities for approving programs in schools.
- Cooperation of relevant state government departments and agencies as well as state branches of the federal departments sponsoring the program.
- Involvement of employers, employees and relevant sections of the community on regional and TAFE committees.

1.72 However, concern has been expressed about some aspects of the operation of the program. These include:

- The cumbersome procedures for approval of programs in the TAFE sector.
- Separation of the program into school and TAFE sectors, rather than regarding provision for the age group as a whole. Problems with the separation of institutional responsibility arise particularly in country towns, where schools and TAFE may either compete for students or ignore certain groups on the expectation that the other institution will deal with them. TEAC is currently investigating this area.

Training, Employment and Job Creation

1.73 The Ministry of Employment and Training (MEAT) is responsible for the development of employment and apprenticeship programs through the Industrial Training Commission. Also under MEAT are the Victorian Employment Committee and the Victorian Technology Advisory Committee. MEAT has a number of programs and initiatives.

These include:

- The Employment Initiatives Program which funds projects in the public and private non-profit making sectors, brings forward labour intensive public works, and provides wage subsidies to local government for the employment of the long term unemployed.

- The Cooperative Development Program which provides financial and managerial support for groups of workers or communities who wish to establish their own cooperative enterprises.

- The Training Policy Review which is examining group training programs, skills centres, and links with industry.

- The Additional Apprenticeship Scheme which aims to create 900 apprenticeship positions in the public service above staff ceilings.

- The Group Apprenticeship Scheme which is jointly funded by State and Commonwealth Governments. This scheme gives funds to groups of enterprises which are too small or specialised to provide the full range of apprenticeship training in their own right.

- The availability of payroll tax exemption for group apprenticeship schemes, and payroll tax rebates for first year apprentices.

- The granting of preference to firms tendering for public contracts which have good training records.

Recreational and Social Participation

1.74 The Office of Youth Affairs (OYA) located in the Department of Youth Sport and Recreation, supports and maintains liaison with voluntary youth agencies, and

investigates youth needs. It services the needs of such bodies as the Caltex Victorian Industry Youth Foundation, the State Youth Council and the Duke of Edinburgh Award Scheme. It also operates four broad programs :-

- The Youth development program, which provides grants to community groups and youth agencies, and subsidises the salaries of youth workers for youth agencies.
- The Youth Organisations' Support Program.
- The Youth Policy Coordination and Development Program which includes the funding of research and demonstration pilot projects.
- The Youth Access Program which provides regional consultation grants and youth information project funding.

1.75 The State Department of Community Welfare (CWS) operates a regionally based Family and Community Services Program which funds a wide variety of community service activities. Youth Affairs advisory sub-committees of some Family and Community Services (FACS) Regional Consultative Councils have provided regionally specific advice on Youth programs and policies. The Regional Consultative Councils have been involved in the consultation process initiated by the Youth Transition Policy Task Force in its efforts to develop a comprehensive policy.

Accommodation

1.76 CWS jointly funds the Youth Accommodation Service Program (YASP) with the Commonwealth Department of Social Security. It offers emergency and short term accommodation.

CWS itself also offers such youth accommodation services as a board subsidy for youth hostel residents, grants to agencies operating youth accommodation services, hostel care, adolescents units, and subsidies for hostels.

The State Ministry of Housing has initiated a Youth Housing Program for independent young people unable to enter the normal rental market. The Minister purchases houses which are run by local management groups. The service provides approximately 120 beds thoughout Victoria. Also, 5% of the Ministry's housing stock is to be made available to single people and sharing tenants, of which a significant proportion will be young people.

TOWARDS A COMPREHENSIVE YOUTH POLICY

1.77 Neither the federal nor the Victorian state government has as yet developed a comprehensive youth policy on a coordinated range of options and services for the young. However, a number of moves have been made in this direction.

Federal Government

1.78 The Commonwealth Ministers for Education and Employment and Youth Affairs issued a statement entitled 'A Comprehensive Policy for Transition from School to Work' on the inception of the School to Work Transition Program in 1979. This statement gave as the aim of the program the ultimate provision for all young people in the 15 - 19 age group of options in education, training and employment, or any combination of these, either part time or full time, so that unemployment would become the least acceptable alternative. The 5 year Transition Program was to be a first step in this direction. Its relationship to other federal programs and state initiatives in relation to the ultimate goal of provision of a comprehensive range of options was not clarified.

1.79 The incoming Federal Labor government was elected with an education platform which includes commitment to development of a comprehensive youth policy, involving expanded opportunity for those under 18 in education, training or employment, underpinned with adequate income support. (2) The platform implies that the major initiative would be taken in the TAFE sector, that it will involve collaborative planning by all interested parties, and that regional planning and coordinating structures would be established to take account of variations in regional economic and social circumstances. The role of state goverments and existing state regional structures is as yet unclear.

State Government

1.80 The Victorian Minister for Youth, Sport and Recreation issued a statement on Victorian Government Youth Policy in 1979 on the establishment of the Office of Youth Affairs within his department (15) This policy comprised a list of objectives and priority issues. Objectives included participation in society, assistance in the process of becoming adults, opportunities for self expression and leisure experiences, increasing skills and self-esteem, recognition of the ability of the young to assume

responsibility for their own affairs, assessment of the impact on the young of major social institutions, special services to disadvantaged youth, and preservation and encouragement of the volunteer component in youth and community work.

1.81 This policy committed the government to consulting with Commonwealth and state government departments whose services affected youth, and with local government authorities, to clarify the level at which services could be most effectively provided. It also involved a commitment to encouraging and maintaining close links with the voluntary sector, non-government agencies and young people themselves. Priority was to be given to developing a statement on the overall situation in government services as a basis for further planning and the continuing review of priorities. The State Coordination Council, through its Social Resources Group, subsequently published a full list of government services relating to youth as part of a comprehensive listing of all government activities in the human services area.

Non-Government Bodies

The Australian Teachers Federation (ATF)

1.82 The ATF has adopted a draft comprehensive youth policy of which the central feature is the notion of a youth guarantee. (3) Under such a guarantee all young people would be offered a greater range of options in education and training, with income support on an equitable needs basis.

A significant number of jobs would be made available for those not wishing to continue in full time education. The first stage of this guarantee would see a greater diversity of courses in schools and TAFE and greater opportunities for combined work and study under apprenticeship or traineeship arrangements, with the objective of developing personal and social skills and preparing the young for further education, work or other life choices. Particular attention would be paid to disadvantaged groups. All young people aged between 15 and 18 not in full time work would be eligible for a benefit, whether engaged in study or voluntary work. The means test on personal income would be higher than at present and extra benefits would be payable for educational expenses. Access to higher education would be universal for qualified applicants. Job creation would be an essential component of the scheme.

1.83 The A.T.F. envisaged that the Commonwealth Government would establish local or regional offices of Youth Affairs, responsible for direct administration of the youth guarantee. Young people would register at the local office to receive the provisions of the guarantee. A representative national Commission for Youth Affairs, replicated at state and regional levels, would oversee the program and establish guidelines for the division of responsibility. The basic unit of organisation would be the region. The role of state governments, which are constitutionally responsible for many services of most direct relevance to youth, such as education, is unclear in this policy. Other educational bodies, including the Australian Council of State School Organizations, have also called for a comprehensive youth policy and outlined possible directions such a policy could take.

Community Action for Youth

1.84 A Ballarat regional group, Community Action for Youth is investigating the costs and implications of establishing a youth guarantee in that region. (20) They maintain that a youth guarantee will involve commitment by governments, supported by industry, commerce and community, in four main areas - information services, education and training, employment, and income maintenance. The level of income maintenance is the critical factor in costing. Their suggestion is that unemployment benefits should be available to all, whereas a form of 'youth guarantee' should be optional. The key point is that the means tested income level of the guarantee should be significantly above unemployment benefits. They believe that this would provide an incentive for participation in youth guarantee training, work experience and service components. The youth guarantee would replace all of the main current schemes of financial support, such as TEAS, SAS, CYSS and Transition allowances.

Youth Affairs Council of Australia

1.85 In the voluntary sector, the Youth Affairs Council of Australia (YACA) has initiated nation-wide consultation among young people with the intention of clarifying youth needs and developing a comprehensive policy for meeting these needs.

The interim position adopted by YACA (22) is that a comprehensive youth policy should include a statement of rights and principles, and that its parameters should be as broad as possible, encompassing such issues as education, employment, health, housing, human relationships, income security, law, leisure and recreation, transport, and disadvantaged groups. The policy should deal with provision for youth at all levels of government and by all functional areas of government as well as the voluntary and private sectors. It should provide for disadvantaged categories of youth, be placed in an international context, and include strategies for action.

1.86 YACA is committed to a nationally coordinated process of youth policy development which must involve young people and those working with them at a local level, and which should involve continual updating of policy in the light of consultation. Structures of Government which it regards as necessary are a designated Minister for Youth Affairs together with cabinet, interdepartmental and parliamentary subcommittees on youth affairs at the federal and state levels. At the state level, it calls for youth bureaux or departments with a mandate for youth policy development and coordination, preferably in the Premiers Department or having host status in a functional department. It also sees as necessary the establishment of a Youth Affairs Conference of federal, state and non-government bodies and a regular Meeting of Youth Affairs Ministers.

1.87 These examples of policy in the non-government sector do not provide an exhaustive list, since many bodies and organisations concerned with young people have adopted positions or policies in this area with varying degrees of specificity. Emphases range from the social and recreational needs of youth to their position in the labour market, and reflect the major concerns of the body adopting the policy. The examples listed here are included because they cover a range of issues and provide some indication of administrative structures.

1.88 The Concept of a Youth Complex

Examination of the issues raised in relation to Australia reveals problems for youth associated with the nature of the curriculum, the custodial-care environment associated with formal schools, and the expressed needs of youth for information, counselling and guidance in relation to education, work, housing, legal processes, health, human relations, social and recreational activities and financial support. An overall approach to this list of issues could produce an overall solution - the development of Youth Complexes providing not only school or college programs but also the other necessary youth services. The Complex could be open for extended hours and staffed with teachers, community education officers, social workers, welfare officers, youth workers, lawyers, doctors, nurses, counsellors, recreational leaders and financial advisors. Easily available to young people, the Youth Complex could become the centre to which 15-18 year olds turned for assistance, and in which special courses could be developed to meet their educational needs. Existing secondary or technical schools or TAFE colleges could be adapted to form Youth Complexes. In this way, capital costs would be kept to a minimum. There is already an available supply of specialist staff in the community.

CHAPTER TWO

AUSTRALIA: RESEARCH and EVALUATION

GENERAL RESEARCH

2.1 Since the mid-1970's the needs and problems of young people in making a successful transition to adulthood have been a significant area of social research. Major studies have included the education component of the Poverty Enquiry, (24) published in 1978, an investigation of Youth Needs and Public Policies by Wright and Headlam (78) in 1976, an OECD review of Transition from School to Work (59) in 1976, the reports of an AEC National Working Party on Transition (26) in 1977, an Academy of Social Sciences symposium in 1976 (23) and 1981 (33), the Williams Enquiry into Education and Training in 1979 (25), a Schools Commission study of schooling for 15 and 16 year olds (32) in 1980 and a Senate report on preparation for the workforce (60) in 1981. The ACER has a continuing research program into the transition of young people from school to work or further study which has provided a wealth of crucial information (76,77). A National Clearing house on Transition from School has been established at the Australian National University and plays a vital role in collecting and disseminating the results of research and evaluation as well as factual information.

2.2 The problems of the young in the labour market and the structural changes underlying these problems are now much more clearly understood as the result of the work of researchers such as Sheehan (66), Stricker (66), Sweet (69,70,71,72), Gregory (45,46), and Burke (38). The Bureau of Labour Market research also conducts valuable research in this area (61,62). Factors affecting educational participation, decisions to enter the work force or continue with study, and the effects of education on employability have been elucidated by the ACER research team under the leadership of Trevor Williams.(76,77)

2.3 The ACER Studies have provided some evidence for the emergence of an 'educational underclass' of early school leavers from disadvantaged backgrounds who have difficulty in entering the workforce on a permanent basis, but who have a strong preference for work over extended periods of conventional schooling (51).

Other case studies of the experiences of young people in making the transition from school to work, including a study undertaken for the Victorian Chamber of Manufactures, (74) have revealed a strong preference for the psycho-social environment of work as opposed to that of school, a reliance on informal networks for information about jobs, and a lack of interaction and information between employers and schools. It is evident from the research that a distaste for the institutional context of the school and the dependent status of students within it, a lack of perceived relevance of the curriculum, a lack of success and recognition in the school context, and a desire for the adult status and independence of work are often fundamental to the decision to leave secondary schools. (37)

The Tertiary Education Commission has drawn together a comprehensive picture of the participation of young people in both education and employment in its 1982 study, 'Learning and Earning' (27), drawing attention to the underlying reasons for recent trends.

2.4 Studies such as these provide research evidence on which to base policies, programs and action in attempting to deal with the problems faced by young people in employment and education. While initial reactions to the problem of youth unemployment concentrated on the perceived lack of appropriate skills in young people and the alleged failure of the schools in providing such skills, recent research has led to a better understanding of the long term changes in the job market affecting young people and the role of schooling in the transition to adulthood.

PROGRAM EVALUATION STUDIES - SPECIFIC

2.5 There have also been a number of studies evaluating particular programs for young people, including federal government programs set up with the aim of countering youth unemployment.

Programs aimed at increasing apprenticeship intakes have been criticized in the light of evidence that they have created an artificial demand for teenage labour in the manufacturing sector which is in a state of decline and does not offer a long term expansion of employment prospects. (69) The recent sharp downturn

in employment in the manufacturing sector, reduction in the apprenticeship positions available and the increasing number of apprentices unable to be employed permanently have highlighted this problem. It has also been pointed out that the need of employers for apprentices and their capacity to train them is not only affected by the availability of government assistance, but also by structural changes in industry including increasing specialization, use of contract labour and technological change. A review of the apprenticeship system by Scherer (65) in 1981 found that the recession had made apprenticeships more attractive to highly qualified school leavers, and that employment of apprentices had increased in relation to that of skilled tradesmen during the 1970s. However, training through apprenticeships is virtually restricted to males and to the skilled blue collar trades. Opportunities for on-the-job training leading to a long term career in other occupational areas have declined due to the introduction of new technology and methods of work organisation which have reduced the need to employ and train junior workers. These inequalities in the opportunities available to young people to receive training in the workplace are not addressed by government schemes to increase apprenticeship intakes in traditional areas. The problems associated with the apprenticeship system need to be investigated in the context of a review of vocational training in all occupational areas, the components carried out in educational institutions and on the job, the mechanisms for cooperation between employers and training institutions, and the financial contribution of the government and private sectors.

2.6 Work experience programs such as SYETP have been criticized on the grounds that they often contain a very small training component and that participants often are required to perform specific tasks that do not enhance their employability in any other firm or occupation. (67) SYETP has also been criticized for the fact that it affects only a small proportion of the unemployed and does not substantially increase the number of jobs available. An evaluation in 1979 (28) found that 11% of vacancies had been created for the program and 60% had been existing positions redirected to the young unemployed as a result of SYETP. The program has been considered to have the effect of recycling unemployment rather than reducing it, as employers may retrench participants at the end of their agreed period of employment and take on a new subsidized trainee. While many SYETP participants do retain stable employment, the fact that a significant proportion are

substituted for non-subsidized employees who would have been hired anyway reinforces the recycling effect on unemployment inherent in the scheme. (48,67)

2.7 The CYSS scheme, which has operated under four different sets of guidelines and survived a decision to disband it, has been described (44) as receiving erratic support from the government and as lacking in funding rationale or integration with other government programs. It has been criticized (43) as serving only a small proportion of young people and some areas better than others. On the other hand it has been commended (44) for its basis in the local community, responsiveness to community needs, and ability to engage the participation of young people themselves. An evaluation in 1977 (30) found that participants made significant advances in personal and social development.

2.8 The School to Work Transition program has been commended (52) as the first step by the federal government towards developing a comprehensive range of options in education and training for young people. In some states it is also considered (54) to have had a salutory effect on the reassessment of secondary school curricula to provide a relevant and useful education for the majority of young people rather than those aiming at tertiary entry alone. However,it has also been subject to a number of criticisms. These include the possibility that transition programs may reinforce mental-manual divisions in curricula and result in streaming low ability students into terminal courses which may close off options rather than increasing them (63). Designation of a particular aspect of schooling or a particular program within the school as 'transition' can lead to add-on programs which are not integrated into the rest of the school or college's program, which do not affect the overall curriculum or patterns of provision, or which contribute to fragmentation or distortion of the schools program (34,54)

Such distortion may also occur because of the fact that the Transition Program is one of a number of state and federal programs for which a school may write submissions and receive funds. What a school does may be influenced by the availability of these funds and the necessity to mount programs in different areas to receive them, rather than by taking a comprehensive approach to the school's philosophy and the needs of the community it serves. (36).

The program has also been criticized for its separation into school and TAFE sectors, with a different approach being taken in each (36). This can have a detrimental effect on consideration of the educational and training needs of the 15-19 age group as a whole and can lead to some persons being ignored. It could also detract from a review of the whole structure of post-compulsory, non-tertiary education. Similarly, the program's lack of coordination with overall manpower, training and apprenticeship policies has been considered to reduce its effectiveness (39,52,53). It has been contended that Transition Programs have had only a marginal effect on school retention (38) and that criteria for the success of programs are difficult to establish (39).

In the TAFE sector, the Transition Program and the EPUY scheme have been criticized for concentrating on provision for those already unemployed rather than providing options for young people which may forestall or provide alternatives to this unemployment. Although a 1980 evaluation of EPUY (49) found that self confidence and social skills improved in participants, only 26% obtained stable employment.

2.9 The various forms of financial assistance provided to young people have been criticized as providing disincentives to the forging of effective links between education, training and employment, and as contributing to the decline in participation in post-compulsory and higher education (27,42,54). Differences in criteria for means testing and its application to families or individuals in respect of different schemes of assistance for education, training and unemployment relief have also led to anomalies in the status of individuals in similar circumstances (42,54).

2.10 The TEAS allowances have not kept pace with inflation, which has also affected the means test so that fewer people are eligible for them. The elimination of various forms of means-tested student benefits such as teaching scholarships has been considered influential in the retreat from higher education. It has been suggested (27,34) that the re-institution of some form of non-means tested grant or competitive scholarship scheme may have some effect on participation rates, and that student loans could also be considered. On the other hand, it has been pointed out (73) that competitive schemes and loans to students are discriminatory in their effects on the disadvantaged. Raising TEAS benefits, easing the means test, and improving conditions under which students can be considered independent and therefore not subjected to

a parental means test, may have the required, and a more socially equitable, effect. A 1983 evaluation of the TEAS scheme (34) found that the most significant influence on participation was parental encouragement and the family's perception of the value of further study as opposed to seeking immediate employment. The same financial provisions had different effects on different people according to their perceptions. The authors recommended a portfolio approach to student assistance which would suit a variety of purposes.

2.11 The Secondary Allowance Scheme (SAS) provided assistance to over 21,000 students in 1980 on the basis of a parental means test. A 1982 evaluation (55) found that it was effective in helping low income families, particularly those dependent on pensions, or with only one parent. One third of recipients felt the income level for the means test and the allowance itself were too low. The evaluation recommended continuation of the scheme and its association with other forms of support such as counselling. It also recommended more effective publicization of the scheme and this has since been carried out. The SAS benefit is paid to parents rather than students, whereas students in government sponsored Transition Programs receive benefits directly, as do unemployed 16 - 18 year olds and recipients of the TEAS allowance. It has been argued that clarification of the point at which young people are considered independent of their families for income purposes, and the relative responsibilities of family and government to their support is necessary (42).

2.12 Unemployment benefits are not available for young people who engage in more than 8 daytime hours of study a week, and are reduced if part time work is undertaken, according to the hours worked. It has been argued (42,75,54) that this acts as a disincentive for unemployed young people to engage in educational or training activities to upgrade their skills, and enhance their employability. It also reduces their flexibility in taking up options for part time work and part time study. They have a choice between remaining unemployed or engaging in full time educational activities that may result in the loss of all financial support, or provide support at a lower level than that received when unemployed. A period of unemployment is often a prerequisite to receiving benefits for engaging in government sponsored training programs, thus closing off the option of proceeding to such courses straight

from school. Unemployed young people are also prevented from taking up the increasing number of part-time jobs which are consequently monopolised by full time students.

2.13 There has been general agreement that rationalisation of the various types of financial assistance available for young people should be undertaken in conjunction with a review of policies for training, education and employment.(42)

PROGRAM EVALUATION STUDIES - GENERAL

2.14 Overall reviews of the multiplicity of programs operating in the youth policy area have generally been critical of their uncoordinated nature and failure to complement each other and provide a comprehensive set of options for all young people. Kirby (52) has pointed to inadequate links between education and manpower initiatives. He claimed in a 1981 review of developments that significant improvements are more likely to be made when school and college initiatives and manpower programs are integrated to provide access to a wide range of programs and services including training, work experience, counselling, employment services and related support. An earlier analysis of Commonwealth policies and programs by the Brotherhood of St Laurence (35) reached much the same conclusion.

2.15 Freeland (43) in 1983 maintained that programs to reduce youth unemployment must take into account the fact that the labour market is segmented and divided, and therefore unemployment is variable in its impact, with disadvantaged social groups and those in particular geographical areas being most severely affected. Existing programs do not ensure comprehensive coverage for all the unemployed or provide effective positive discrimination in favour of the disadvantaged. Part of the reason for this is that programs are not sufficiently planned (both individually and as an integrated package) with regard to the distribution of unemployment and regional labour market conditions. There are insufficient mechanisms to involve regional communities in planning, integration and implementation of programs, and there is frequently competition for participant heads rather than cooperation between different programs in the one region.

2.16 Discrimination against the disadvantaged is also exacerbated by insufficent categorization of specific populations within broader target populations, and by unwillingess to intervene in the labour market to counter existing discriminatory practices. Freeland (62) argues for intervention in the public and private sectors to increase the aggregate job pool, rather than concentration on programs to improve the employability skills of young people.

2.17 Burke (39) considered that existing programs have a small impact on sustaining employment for teenagers and a very small impact on restraining supply. Expansive macro policies, and job creation programs could have a substantial effect on teenage unemployment. Policies leading to an expansion of the graduate job market could provide a stimulus to students to complete secondary school and reduce the supply of teenagers looking for work. However more direct action on educational retention would require an expansion of financial assistance, since without the prospect of a job at the end of schooling and the incentive of financial assistance it is improbable that transition programs would have a noticeable effect on retention rates. However, taken together with policies to expand employment and student assistance, policies to improve the attractiveness and relevance of the curriculum are highly desirable and could provide a means to more satisfying participation in society.

2.18 Other evaluations of overall policies have criticized the concentration on the supply side of the labour market (43) the lack of attention given to the role of employers in facilitating transition (43,54), and the lack of rationalisation of financial benefits for youth (42). Yet others have raised issues of educational practices and directions and pointed to the need to accelerate the process of reform of institutional arrangements, curricula and accreditation.The case for viewing education as a means of promoting the total development of the young rather than concentrating narrowly on the short term objective of employability has also been re-asserted (43). Musgrave and Connell (57) have argued for a restructuring of the curricula and organisation of secondary schooling, with separate comprehensive institutions for the post compulsory age group. Keeves (51) has called for a close examination of the roles of education, work and leisure in the transition to a constructive adult life.

2.19 Most federal government programs, and most evaluations of them, have been undertaken from the perspective of the problem of youth unemployment. Such a problem focus inherently leads to reactive programs which are sporadic and isolated from each other. There is a need to broaden the questions and search for comprehensive views of the position of young people in society and the social and institutional contexts within which they can be assisted to develop into adulthood.

2.20 Evaluations of the total provision for young people by state and federal governments as they apply in particular areas have also been undertaken. One such study is a report by the Western Region Consultative Council in Victoria, prepared as part of the consultative process on youth policy initiated by the Victorian Youth Transition Policy Task Force (75). The report provides a profile of young people and major issues affecting them in the area. It examines both federal, state and local schemes for manpower planning, training, education and support services. It concludes that governments have concentrated on short term progams aimed at training young people for jobs that do not exist. At the same time, traditional mechanisms and structures which provided support, training and employment for young people are no longer adequate to meet needs and changing circumstances. There have been too few social support schemes which are not employment related, and no commitment to policy and service planning at a local and regional level. Services have operated in isolation from local government, welfare agencies, schools and community organisations. An integrated approach needs to be taken for the development of future youth services at the regional level.

2.21 A discussion paper prepared by Munro (56) for the same Task Force has explored some of the conceptual problems inherent in the notions of 'youth transition' and youth policy. She points out that links between federal, state, regional and local initiatives are variable, undeveloped and lacking in an overall conceptual framework. Some local and regional attempts to integrate resources in the areas of education, employment and welfare in response to local needs, have met with obstacles because of the institutional rigidities of programs funded by different state or federal departments and the absence of mechanisms for departmental liaison. Munro argues that the reduction of the level of youth unemployment does not constitute a rationale for youth policy, but it does provide an opportunity for investigating economic, employment and training, education and welfare policies and programs as they interrelate and impinge on youth in the context of social and economic structural change.

2.22 While almost all research has pointed to the need for a coordinated approach to youth problems, the concept of a 'comprehensive youth policy' has been questioned by Denis J Davis (41). He argues that 'bandaid' programs attack only the symptoms of the problem, and that a comprehensive policy would have the virtues of diversity and guidance in the provision for youth. However, the two goals of comprehensiveness and targetting upon youth may be incompatible since what happens to the young is dependent upon the patterns of supply and demand for the whole workforce. It would be optimistic to expect a policy concentrating on the transition of young workers to create the necessary job market flexibility to counter existing problems. He argues for a joint labour market and recurrent education policy covering all age groups, within which youth policy is subsumed. His criticism however, assumes that a 'youth policy' would be narrowly defined as a policy for entry of youth into the labour market, rather than a broader approach to the transition of young people to adulthood.

RESEARCH CONCLUSIONS

2.23 Later in this report we will be examining the material gathered from international as well as national sources. At this stage, and without comment, we can state some general conclusions which are derived directly from the research in the area which we have described. The researchers have said :-

- It should be recognized that transition from full time schooling to full-time work can no longer be expected automatically for the post-compulsory age group, and that a range of options and support services is necessary for them.

- Clarification of the social and legal position of 16-18 year olds in relation to their families is necessary in respect of the receipt of allowances for various purposes.

- There is a need for rationalisation of the benefits available, both to avoid anomalies and to encourage socially desirable activities.

- There is also a need for a comprehensive approach to education and training opportunities for the post-compulsory age group and a clarification of the role of different educational institutions and industry in providing it.

- Any review of institutional arrangements for post-compulsory education and training would need to take account of the disaffection demonstrated by disadvantaged youth for the conventional secondary school situation, and would need to be integrated with overall policies for training and re-training.

- Part time work combined with part time study on the apprenticeship model has proved attractive to the young and could be expanded to cover other occupational groupings, or to take account of the part time work opportunities that are increasingly available to young people but are mainly taken up by full-time students. A review of trade training, its institutional context, and the contributions of government and industry in providing it are necessary.

- Schemes for the employment and training of young people such as EPUY and SYETP are at present not integrated with each other and there is no overall rationale for their provision.

- The participation of employers in work experience and training programs could be better integrated with the provision of training in educational institutions. The incentive to employers to participate would need to be investigated and employers and trade unions would need to be involved in planning and policy decision-making.

- Participation in social, recreational and community activities is valuable for young people in the transition to adulthood and should receive recognition as being of equal validity with training activities for the purpose of the receipt of funds. Social support networks for young people are also necessary.

- Research at the local and regional level has demonstrated a need for integration and flexibility of provision at the local level rather than inflexible separate programs instituted by higher levels of government.

CHAPTER THREE

YOUTH POLICIES IN OVERSEAS COUNTRIES

3.1 The material is presented under the following headings as consistent as possible for each country. The headings are similar to those used for Australia so that comparisons can be made :-

- Youth - Definition, Policy and Issues
- Responsibility for Youth
- Structures for Coordination
- Provision of Services
- Evaluation

JAPAN

YOUTH - DEFINITION, POLICY AND ISSUES

3.2 Youth is usually defined as 0-24 years but the definition varies according to the program. For instance, the Juvenile Program deals with 14-20 year olds, while the International Youth Exchange Program deals with those up to 30 years of age.

3.3 There is a general youth policy (83) which has as its basic aim 'the sound development of youth'. The objectives are stated as being to provide assistance, guidance, protection and correction to young people between 0 and 24. In order to achieve these objectives, eleven ministries and agencies provide services which will promote 'sound mental and physical development', 'opportunities for study and work' and 'an environment conducive to enabling youth to become efficient members of society'. (83)

3.4 One major focus of youth policy is the prevention of juvenile delinquency, together with the promotion of satisfactory attitudes and motivation, and the promotion of participation by youth in activities conducive to social cohesion. There is a National Movement for Youth Development promoted by the Youth Development Headquarters with these aims. There is also a National Movement to Build Physical Strength, which is serviced by the Prime Minister's Office and encourages sporting and recreational activities.

3.5 Unemployment is not considered a major national problem and is less than 2.5% overall. It is not a central focus of youth policy. Advances in technology are considered to be the biggest problem for youth employment. However, training and re-training are considered to be the responsibilities of the companies themselves, and there are no government subsidies.

RESPONSIBILITY FOR YOUTH

National Government

3.6 National Government agencies include the :-

- Youth Development Headquarters of the Prime Minister's Office, which is the major co-ordinating body.
- National Police Agency, concerned with juvenile delinquency and crimes against youth.
- Ministry of Justice, which handles the prosecution and protection of juvenile delinquents.
- Ministry of Foreign Affairs, which is responsible for the Japan Overseas Cooperation Volunteers.
- Ministry of Education, which covers the areas of home education and recreation as well as formal education.
- Ministry of Health and Welfare, concerned with the development and protection of children, welfare, and mentally and physically handicapped children.
- Ministry of Agriculture, Forestry and Fisheries, which handles the problems of vocational training with the goal of keeping youth in the vocations of agriculture, fishing and forestry.
- Ministry of Transportation, which develops policies in relation to recreation and vocational travel.
- Ministry of Labor, which administers a special law for youth called the Youth Welfare Law.
- The Juvenile Problem Council, which is an expert body appointed by the Prime Minister to advise on a wide range of juvenile problems.

Prefectural and Local Government

3.7 Local communities can undertake activities associated with youth in their own right. Tax revenue is returned to local government in the form of general purpose grants, but this includes a small subsidy for youth. Local Youth Problem Committees are attached to the governors' or mayors' office of prefectural, municipal, town and village administrations. Their responsibilities are to establish general policies on the guidance, development, protection and correction of youth; to coordinate the various government agencies concerned in the implementation of general policies; and to make proposals to the heads of local administrations. Subsidies to these committees are included in tax allocations.

Voluntary Agencies

3.8 There are voluntary youth organisations. They are expected to support themselves, but may get subsidies from the local or central government for specific projects. The National Assembly for Youth Development has both voluntary organisation and individual membership and works in close cooperation with government agencies, especially the Youth Development Headquarters of the Prime Minister's Office. There is also a National Council for Youth Organisations, a coordinating body on which major youth organisations are represented. This is a peak council which makes overall decisions, coordinates youth organisations at the local level, undertakes research and provides leadership training.

STRUCTURES FOR COORDINATION

3.9 The Youth Development Headquarters of the Prime Minister's Office establishes overall national policy, coordinates youth administration carried out by other government agencies and deals with any other matters not falling under the jurisdiction of other ministries. It does not coordinate the budgets of other ministries, which retain their autonomy, but brings influence to bear at the time of budget preparation. The Prime Minister's Office is not a functioning ministry and does not carry out any programs. It merely coordinates the work of the other functioning ministries.

3.10 At the local level, responsibility for youth policy resides with the governor's or mayor's office which is also a non-functioning section of government coordinating the work of the other departments.

3.11 The Juvenile Problem Council consists of up to 20 independent experts appointed for 2 years by the Prime Minister. Secretaries to the council are appointed from ministries dealing with youth administration and from the Supreme Court, and they assist in the performance of the Council's responsibilities. The general work of the Council is handled by the Youth Development Headquarters.

The Council's functions are to investigate problems relating to fundamental policy and make recommendations to the Prime Minister. It has made about 8 important reports. These are sent to all government departments and non-government agencies, and are one of the ways the Prime Minister's Office influences the activities and budgets of other ministries. The Council publicises its reports in as many ways as possible, and suggests to all other agencies that they seek funds in the next fiscal year after the report is published to implement the suggestions made.

At the local level, the Local Youth Problem Committees have the same relationship with the governors' or mayors' office, which mirrors the coordinating machinery at the national level.

PROVISION OF SERVICES

Education

3.12 After the completion of compulsory lower secondary schooling, 94.3% of an age group complete upper secondary school or technical college.

The upper secondary school consists of general or vocational courses which are 3 years full time or 4 or more years part time or by correspondence. 63.2% undertake the general course. Technical colleges provide 5 year courses in engineering, industrial chemistry and navigation, leading to professional qualifications. Entry is on completion of lower secondary schooling and those completing the course can gain entry to some universities. 37.8% of an age group go on to 4 year universities or 3 year junior colleges on completion of upper secondary school, or continue at a technical college.

There are also Miscellaneous Schools, mostly privately run, which offer courses in basic vocational and life skills ranging in length from 3 months to one year for all age groups. They have no entry qualifications. Those Miscellaneous Schools with a specified academic level are classified as Special Training Schools and offer upper secondary and advanced courses.

Social Education

3.13 This is education other than that provided in schools or institutes of higher education. Mombusho subsidises local governments in the construction of facilities, the programs of local government and non government organizations, and the inservice training of social education leaders. Major facilities include:

- Youth Houses, which provide short term training courses for the young and youth leaders, and assistance and facilities to youth groups for recreational, cultural and sporting activities.

- The National Olympics Memorial Youth Centre in Tokyo, which provides recreational and social education facilities.

- Other facilities which include public halls, museums, youth hostels, youth travel villages and young farmers action centres.

- Youth leaders, who are provided in local government areas to give vocational and technical advice on social education systems, and in Youth Houses and other facilities. Training of leaders is conducted by the National Social Education Training Institute, universities, Youth Houses and by local government. Physical education leaders are also employed by local governments for work in the community.

Employment and Training

3.14 The Ministry of Labour is concerned with the welfare of young workers. There is a Working Youth Law concerned with their protection, welfare and social and vocational development. Because of the high school retention rates this concerns mainly youths in the age range 18 to 24 years.

3.15 Working Youth Welfare Facilities include Young Workers Homes which provide those who are working for small and medium enterprises with facilities for sport, cultural and recreational activities and counselling in their free time. The Sun Plaza Tokyo is a major centre which provides facilities for sport, recreation, accommodation and counselling. There are also other sporting facilities, friendship centres, working women's homes, small enterprise recreation centres and holiday villages.

3.16 Under the Working Youth Welfare Law, there are Counsellors for Working Youth assigned to businesses regularly employing 20 or more youth under the age of 20, and Counsellors are also provided in working youth homes. They provide advice concerning adaption to work, working conditions, skills and recreation. In the case of smaller enterprises, Welfare Workers for Youth are appointed to associations of enterprises. The Public Employment Security Office of the Ministry also provides vocational guidance and counselling through its occupational consultation staff.

3.17 The Ministry of Labour feeds basic information to the Juvenile Problem Council outlining initiatives they would like to see implemented. Discussions with officials indicated that they understand the role of other ministries and the coordinating function of the Youth Development Headquarters of the Prime Ministers Office. However they have little connection with voluntary agencies.

3.18 Unemployment insurance is issued by the Public Employment Office. In order to be eligible it is necessary to show intent to work and ability to work. The insurance lasts only 90 days and then the unemployed are sent to Vocational Training Schools. There is a guaranteed unemployment insurance for those who undertake courses at these schools. In order to receive it persons must be above the school leaving age, must have obtained a position after leaving school and lost it. They receive the insurance for a maximum of 6 months while attending the school. The amount of the insurance is 60 - 80 percent of what the persons were earning plus a small amount for transport, and a job is usually found for them after the 6 months course.

The Vocational Training Schools are conducted by the Department of Labour and there were 170,000 students of all ages in 1982. 47,000 of these students were junior workers under the age of 20. Some of these were sent by companies and some by the Public Employment Security Office.

3.19 While this appears to be a large number of students, the Vocational Training Schools are not as significant as the training and re-training programs undertaken by the companies themselves. Companies have programs of re-training for which there is no government subsidy.

However, the Government through the Department of Labour has developed guidelines for the assistance of companies. Three Five Year Plans covering 1972 to 1985 have been developed. They deal with the problem of recurrent vocational education. The current plan is designed to accelerate training on an enterprise basis taking into account changes in each enterprise which require recurrent training and involve occupational mobility. It should be remembered that in Japan there is very little restriction on entering employment. There is no pre-requisite union membership requirement in most industries and no clear demarcation between skilled, semi-skilled and unskilled jobs. (82)

EVALUATION

3.20 There is coordination of youth policy by a non-functioning department at the national and local level, and each ministry or agency is encouraged to develop its own programs and receives a budget for them. An attempt is made to avoid duplication through the coordinating agency, but some duplication still exists.

3.21 Officials feel that evaluation is difficult and the target is hard to define. They tend to 'scrap and rebuild' but this is not done systematically and they are critical of the lack of evaluation of the programs which exist.

CHINA

YOUTH-DEFINITION, POLICY AND ISSUES

3.22 Youth is defined as persons under 30 years of age, but it varies according to the program. For most programs the definition would be 18 to 30 years. In the Jiangsu Province, sister province to Victoria, the definition is 16-30 years.

3.23 The National Youth Policy as defined by the Central Government in Peking includes activities which would :

- develop ideals and aspirations,
- encourage work to service the needs of the people,
- assist in the development of a strong motherland,
- encourage hard work for happiness (this was expressed as requiring the study of the history and suffering of the Chinese people),
- develop a good grasp of the relationship between the spiritual and the material,
- develop the habit of giving mutual support to other people,
- enable progress to be made in living.

It is interesting to note that Jiangsu Province accepts these national goals and has not developed a written statement on a comprehensive youth policy.

3.24 The stated goals of youth policy as listed above are mainly concerned with interpersonal relationships, cooperation and social cohesion, and service to the community and the nation. These are the issues to which all officials are expected to turn their attention.

3.25 The employment of youth is acknowledged as a problem. Youth unemployment does exist, although data is lacking as to the extent. There is no doubt that it is greater in urban than in rural areas.

RESPONSIBILITY FOR YOUTH

National Government

3.26 The national government agencies concerned with youth include the Ministry of Education which deals with youth at schools or colleges, and the Ministry of Labour which deals with working youth. The Department of Sport and Recreation has a responsibility for the physical welfare of young persons. There is also a National Youth Federation which attempts to solve the problems of youth. It has standing committees which are convened at regular times. Representatives are elected every 3 years by youth and are mainly young people, who receive a fee in addition to their normal salaries. Every three years a National Youth Federation Congress is called together. The NYF and its Congress gather opinions on education, employment, recreation and sports and are an important agency in respect to the development of youth policy.

Provincial Government (Jiangsu Province)

3.27 At the provincial level different government departments are responsible for the aspects of youth policy relevant to their department (e.g. The Medical Commission for Health, and the Sports Commission for Sport). In education, the Bureau of Education handles formal education, and the Bureau of General Education is responsible for spare time education. Each bureau handles its own finance for the work it does for youth. There is a Provincial Youth Federation which is part of the National Youth Federation and relates to all youth in the provincial community. A Youth League exists which relates to the Communist Party and requires party membership. It influences the Youth Federation but does not direct its leadership.

STRUCTURES FOR COORDINATION

3.28 At the national level, the National Planning Commission Minister coordinates youth policy, but the very important State Council also develops and oversees youth policy. Responsibility for the provision of services is held by the various relevant departments - Education, Labour, Sport and Recreation, and there is the problem of coordinating their work. At the provincial level, no department coordinates the work of all departments and agencies. Each department is responsible for its own activities in relation to youth.

PROVISION OF SERVICES

Education

3.29 There is a national problem with school retention at the upper secondary level, particularly in rural areas. The structure of secondary education is under scrutiny as graduates of ordinary general secondary or middle schools are finding it more difficult to obtain employment. The pressures are growing for the vocational component of schooling to be increased.

Secondary specialized schools, technical schools, agricultural middle schools and other vocational schools offer courses related to the major industries in the areas in which they are located. Many of these are associated with factories, mines or other enterprises and combine study with practical work. Current policy is to expand and improve these schools at the expense of the general secondary school.

Employment and Training

3.30 The Government allocates jobs each year. Some exit students go to collectives, and some of those who leave school before completing senior middle or secondary school are encouraged to set up shops and cooperatives. Others stay at home with their families. In Jiansu province, which is well developed, most middle school graduates can get jobs. Youth unemployment is worse in Nanjing than in other cities of the province. In the country areas most of the young are employed. Where there are unemployed youth, the provincial government attempts to arrange special courses for them. They have TV colleges, correspondence work and night schools. In addition young people have been encouraged to develop small scale self-help undertakings such as catering shops. Youth can obtain a licence for these and can then obtain materials from the government. There are many areas suitable for this development of small scale activities, the most striking example being bicycle repair shops.

EVALUATION

3.31 No general evaluation of youth policy takes place but there has been keen and extensive re-evaluation of secondary education and the relationship between education and work. This has been resolved in the direction of increasing the role of vocational education at the expense of general education.

THAILAND

YOUTH - DEFINITION, POLICY AND ISSUES

3.32 Youth is defined as 0 - 25, and this is divided into 2 groups, those from 0 - 14 years being regarded as children and those 15 - 25 years as youth.

3.33 A written national youth policy exists, (87) consisting of 9 objectives concerning citizenship, morals, ethics, and the duty of young people to society. There are also objectives relating to health, protection of the disabled and disadvantaged, peace and regional security, and the acquisition of knowledge and vocational training. A 20 year plan for the development of youth in the 15- 25 age group has also been developed (88).

3.34 Most of the objectives in the written policy document deal with the control and good behaviour of the young and their duty to their country, that is, to social control and national security. As with China, unemployment is becoming a factor in urban areas, particularly since the world recession has cut off the possibility of working abroad. Despite a relatively high educational retention rate they do acknowledge a problem of unskilled youth. The 20 year plan emphasises non-formal education for occupational skills, adjustment of the education system to economic conditions, job creation, and opportunities for the young to become involved in social, cultural, recreational and political activities of a suitable nature. (88)

RESPONSIBILITY FOR YOUTH POLICY

3.35 At the national level, a National Youth Bureau is located in the Prime Ministers Office and is responsible for advising the Prime Minister on coordination of youth policies. In addition there is the National Youth Promotion and Coordination Committee which consists of 21 members, 11 being from government agencies and ex-officio, 2 from the private sector, and 8 being specialists in youth work. The latter include a Director of a Sports Association, a professor of sociology, a psychiatrist and a person with 30 years experience in the Girl Guide Association. Young people are not represented. The Committee is chaired by the Prime Minister or his Deputy.

Various departments with individual responsibility for aspects of youth policy provide other services to young people. At the provincial level the National Youth Promotion and Coordination Committee is mirrored by similar committees. The Governor or his deputy chairs these committees.

3.36 250 voluntary agencies service the needs of youth in Thailand. Most of these are affiliated members of two groups, either the National Council for Social Welfare or the National Council for Women. The Committee of Youth Organisation of Thailand is a private group of 14 large organisations which works in addition to the voluntary agencies mentioned above to provide services for youth. They include service groups such as the Junior Chamber of Commerce, the YWCA, and the YMCA. There is no national youth council run by youth for youth and no real participation of youth of the type that such an organisation might provide. Concern has been expressed about this, but little has been done to give expression to this concern. The only really active group run by youth is the Students Federation. This is a university group which causes the government some difficulties. It should be noted that voluntary organisations, no matter what their affiliation, have to follow the youth policy which is laid down by the National Youth Bureau.

STRUCTURES FOR COORDINATION

3.37 The National Youth Bureau within the Prime Minister's Office is the coordinating authority, and functions with the assistance of the National Youth Promotion and Coordination Committee.

The Bureau does not conduct programs. It merely forms policy, coordinates, and endeavours to use its lobbying power to keep the general provision from the various government and voluntary agencies in some sort of order. It does not have financial control, and this is a difficulty in terms of maintaining coordinating power. The Bureau was established 10 years ago, closed in 1976, and reopened in 1978, in keeping with the political needs of the governments of the time. In that year it established a 4 year development plan and members of the Bureau travelled to the provinces to visit groups run by government agencies and private groups. By the third year

it had consolidated the fact that each Ministry had to report on what it was doing to the National Youth Bureau. By 1983 it received some indication that the government believed it was strong enough to influence policy directly. It expects to take up this role during 1983.

3.38 At the provincial level Youth Promotion and Coordination Committees coordinate the work in the provinces in the same way as at the national level. Each has a provincial budget and a provincial plan on youth development. They also find it difficult to be an effective coordinating agency because of the independence of the various departments, particularly in regard to control over financial matters.

PROVISION OF SERVICES

Education

3.39 In 1978, 67% of young people aged 15-24 had not had education higher than the lower primary level. Enrolments are increasing and the demand cannot be met unless financial allocations are increased substantially, particularly in respect to the provision of teachers and accommodation. Officials admit that this has been difficult. However, by 1980, 42% of an age group went from primary to secondary school and of these it is expected that 88% or 36% of the age group will go from lower secondary to higher secondary. (88)

3.40 The recommendations of the 20 year plan (88) are to relate education more realistically to vocational entry; revise the division of responsibility for cost between the government, the private sector and students; relate wages to skills and experience rather than credentials; expand non-formal education to help the large proportion of youth outside the school system to learn job skills; and coordinate formal and non-formal education, particularly in respect to equivalency of certification.

Employment and Training

3.41 More young people are outside the school system than inside and most work as unskilled labourers in agriculture or industry. Unemployment is increasing. Within the coordination framework, government and non-government agencies provide advice, health services, recreational

activities, and vocational training. Formal training comprises about 6.5%, and informal training 33.7% of all these services. The 20 Year Plan recommends creation of more jobs in the provinces as the basic answer to youth unemployment. It is planned to decentralize financing to the regions, which they believe are closer to needs and will therefore be more effective in creating jobs. It is important to appreciate the Government belief that non-formal education will be important in providing training for the types of job created, and is to be expanded. The 20 Year Plan recommended greater decentralization of all youth services, an increased role for the voluntary sector, and an increase in activities. It is acknowledged that a major reason for the increase in youth activities is to keep the minds of youth off subversive politics.

EVALUATION

3.42 There is a great deal of investigation being done by the Youth Bureau and the National Youth Promotion and Coordination Committee. The 20 Year Plan was produced by a task force committee of these two organisations. While it contains an extensive review of the current situation and problems, it suggests means not only of overcoming them but also acknowledges that the task of evaluation must be tackled. So far little has been done.

GERMANY

DEFINITION, POLICY AND ISSUES

3.43 There is no official definition of youth in the Federal Republic of Germany, but most special provisions relate to the group beyond the age of compulsory schooling which is 15 years in most states.

3.44 There is no comprehensive youth policy as such, and any possible development of one by the federal government would be for historical reasons a difficult political problem.

3.45 In practical terms the main issue related to youth that is given high priority by federal and state governments is that of the employment and vocational training of youth and youth policy is closely related to this area.

RESPONSIBILITY FOR YOUTH

3.46 Although at the federal level, the Ministry of Education and Science has limited powers in respect to education, it has developed a role for involvement in the program to combat youth unemployment. The Department of Youth, Family and Health also plays a role. As with most other countries, the Ministries relating to Housing, Sport and Legal Affairs have a part to play in meeting the needs of youth.A similar situation applies at the state level. For instance, in the state of North Rhine Westphalia there are three departments associated with youth. These are the Ministry of Education, the Ministry of Labour and Welfare and the Department of Economics which deals with apprenticeship requirements.Thus, each state has its own structure of ministries and develops its own youth policies except in the area of employment/unemployment where a combined national/state policy applies.

3.47 There are a number of voluntary agencies and these are subsidised by state and federal governments. It must be stressed that the relationship between trade unions, employee associations and employers are all important in the development of youth policy both by tradition and because of the emphases in youth policy on employment

and training. In particular, employers cooperate with government in the provision of training to a degree not usual in other countries. This is not entirely due to the labour intensive nature of German industry and employer need. Duress such as tax threats also play a part.

STRUCTURES FOR COORDINATION

3.48 At the federal level the Vocational Training Law of 1969 provides a unified right to vocational training throughout the republic, and a unified basis for it in the dual system of training in firms and at vocational schools. This is complemented by the 1976 law which established the Federal Institute for Vocational Training. The Institute prepares training regulations, advises the government and undertakes research and evaluation. The Federal-State Commission for Educational Planning and Promotion of Research (BLK) is a standing forum for issues that jointly affect the federal and state governments. It agreed on a program to reduce the risk of youth unemployment in the late 1970's which extended to the end of 1982. The Conference of Ministers of Education (KMK) is a conference of all state ministers for education which attempts to ensure a basic minimum of uniformity in their provisions. In respect to the dual system, in 1972 they agreed on a procedure for harmonising regulations and courses in vocational schools. The program is now directed by a coordinating committee of officials from federal and state ministries responsible for education and training.

3.49 At the state level, in North Rhine-Westphalia for instance, the Ministry of Labour and Welfare has taken charge of the coordination of youth activities. The Ministries of Labour and Welfare, Economics, and Education and major Trade Union and Employer Groups meet in an organisation called the State Committee on Vocational Training. This committee discusses youth employment and youth problems, and investigates the need for financial assistance to firms to help them increase their apprenticeship intake. It is important to note that trade unions have statutory participation rights in the planning and organizing of company training.

PROVISION OF SERVICES

Education

3.50 50% of the relevant age group proceed to years 10 and 11 of schooling, 30% enter years 12 and 13, and 22% qualify to enter university. For those who do not continue with full time schooling, there is compulsory vocational training of two days a week in vocational schools and 3 days a week of on-the-job training. This is known as the Dual System. Responsibility for the vocational schools is taken by the states and for the on-the-job training by the federal government. There are a variety of types of vocational schools. As an alternative, school leavers may attend a vocational school 5 days a week for one or two years. The numbers at full-time vocational school are increasing. If unemployed, they attend the vocational school for one day a week for special classes for the unemployed. Opinion has been expressed that this consists of 'busy work', discipline is a problem, and the program is in need of drastic modification. Some states have introduced a Year 10 of normal schooling for those who have not decided on a vocation or attained the level necessary for a traineeship position. This is known as the Basic Vocational Training Year or Vocational Preparation Measures and can be taken in a high school or vocational school. It consists of prevocational transition education. Unfortunately, only 50% of those completing it are able to get jobs - a comparable problem to that experienced in Australian States.

Employment and Training

3.51 In 1982 there was 4.7% unemployment in Germany. Between the ages of 15 and 18 unemployment is not so high because of the Dual System. The figure rises to approximately 8.4% in the 18-20 year old group. In spite of the fact that it could be considered to be a postponement of unemployment, the unions support the Dual System because at the end of the 3 year period the young people at least have skills they could not otherwise have possessed. The usual discrepancies occur in discussions. Official figures claim that in 1982 nearly all requirements for vocational training were met through the provision of 500,000 places. The German Union of Salaried Employees claims that 660,000 school leavers required

vocational training places and therefore 160,000 were not able to be placed. In respect to the application of compulsion on employers, officials indicated that there was a law that the number of jobs offered had to be 12 1/2% higher than the number of requests, but this was cancelled in 1980 after a Supreme Court Decision. However, employers in the large proportion of labour intensive industries need trained workers, and have become accustomed to assisting in the provision of such training. With regard to on-the-job training in the dual system, training directives are issued by the federal government . Training concludes with examinations held by self-governing business organizations. On the examination board are representatives of employers, labour and vocational schools. Large enterprises have their own training workshops and trainers. In some cases, inter-firm training centres have been set up for small specialised firms.

3.52 The BLK's 1983 program to reduce the risk of youth unemployment includes acceleration of implementation of the Year of Basic Vocational Training; increased availability of training positions in firms; expansion of inter-firm training centres, and the expansion of vocational schools.

3.53 In regard to financial support, there is a means-tested allowance for students, which the new federal government is likely to change to some form of loans system. Unemployment relief is only paid when a person has regularly worked for the preceding period. For instance, to obtain unemployment relief for one year, you need to have worked for 3 years; to obtain relief for 6 months you need to have worked for 2 years and to obtain relief for 6 weeks you must have worked for 3 months. The philosophy behind this is that a person must contribute something to the state if he is to get money back. Unemployment relief is a minumum of 400 Deutchmarks($160A) a month. A form of youth guarantee applies at the rate of 268 Deutchmarks per month ($110A) maximum. However, the new federal government has indicated that this support will only continue until mid-1983.

EVALUATION

3.54 Youth unemployment is lower in Germany than in the rest of Europe and officials in Germany cite this as evidence of the success of the Dual System. Research into training processes and requirements is carried out on a continuing basis. Apart from this strong emphasis on youth policies for employment, there appears to be little evaluation of other services provided for youth.

SWEDEN

YOUTH - DEFINITION, POLICY AND ISSUES

3.55 In Sweden there is no clear definition of youth but special measures operate for the 16-and 17-year age group. No written document on national youth policy has been produced. However, an Act of Parliament in 1980 has expressed a national commitment to the provision of education or employment for all 16-18 year olds and outlines government reasons for this commitment.

3.56 The issue of youth unemployment in Sweden has been of concern during the 1970's because it was higher than that for the adult population. The result has been a systematic approach by the Swedish Government culminating in the 1980 Act. Other matters such as health, sport, leisure, social services and legal problems are also dealt with from a specifically youth oriented point of view by the government agency concerned.

RESPONSIBILITY FOR YOUTH

3.57 Organisations involved in the development and maintenance of youth policy involve :-

- The State Youth Board.
- The National Swedish Board of Education and Board of Higher Education.
- The Labour Market Board.
- Other relevant government agencies.
- Employers organisations and unions.
- Voluntary youth agencies.

STRUCTURES FOR COORDINATION

3.58 In the area of general provisions for youth, tensions at the local level between local Boards of Social Services, Youth Boards, schools and health services have been characteristic of the last 2 decades. Similar arguments and dissension occurred at the regional and central levels. To handle the general problems, and to

overcome those arguments, a State Youth Board has been established and has been placed under the Department of Social Services and Health. It has representatives of the main administrative organisations including schools, labour market, social services, health, sport, leisure time activities and a representative from the Board for the Prevention of Criminal Offences. The total number on the State Youth Board is 40 members.

3.58 With regard to the operation of special measures for the education, training and employment of 16 - 18 year olds and the 'youth guarantee' described below, responsibility rests with the local authorities. Since 1977 all local authorities have a Council for Cooperation between School and Working Life, which consists of representatives of employers, trade unions, employment offices, school boards, and school staff, parents and students. Regional councils have also been set up in each county.

PROVISION OF SERVICES

Education

3.59 Retention rates in Sweden are reasonably high. 85% enter year 10, and 110% enter year 11, because there is an increasing tendency for people to re-enter formal education after a period in the workforce. 100% complete year 11 and 35% complete year 12.

3.60 Compulsory schooling in the comprehensive schools ends after year 9. For 16 - 19 year olds there is an integrated upper secondary school offering subjects in 3 different tracks, arts and social subjects, economics and commercial subjects, and scientific and technical subjects. In each track there are a number of lines (22-23 in all) and specialised courses leading into different vocational areas. There are 2 and 3 year vocational and theoretical (academic) lines and 4 year specialized technical lines leading to professional qualifications. Subject choices across lines may be taken and in all lines there are subjects which make it possible for every upper secondary school student to acquire the qualifications for tertiary entry.

The Swedish 'Youth Guarantee'

3.61 There is a form of 'youth guarantee' established by legislation in 1980, which imposes on local education authorities the responsibility for ensuring that all 16 and 17 year olds are provided with opportunities for employment, training, education, or a combination of these. The system works as follows:-

- All upper secondary school students receive an allowance of SKr 275 a month during the academic year. 16 and 17 year olds not enrolled in full time secondary education, but participating in any other educational activities recognised under the scheme receive exactly the same allowance and associated benefits.

- Additional benefits include living away from home supplements and means tested supplements for the disadvantaged. Unemployment benefits are no longer available to those under 18.

- The greater part of the educational component of the scheme takes place in the upper secondary school. Options include cooperative training between the school and companies, internal training in companies and upper secondary apprenticeship training. Apprenticeship training has been placed under the supervision of the upper secondary school, and subsidies to employers to participate have been improved. There is also a program of vocational introduction of a maximum of 40 weeks. This is arranged jointly by the school and the company and provides vocational preparation. The work place provides individual supervision for students, who also have the opportunity to follow tuition in general subjects offered by the upper secondary school.

- Four week orientation and introduction courses are provided for those completing compulsory comprehensive schooling and not proceeding to full time upper secondary study, to inform them of the options they may take up. Under the provision of the most recent budget, these courses are to be terminated and the system of options is to be built up to include broader training in basic skills, social orientation and information about conditions on the labour market.

- Unused training capacities in labour market training schools, municipal adult schools and folk high schools, normally available to those over 18, can also be made available to 16 - 17 year olds in individual circumstances.

- The coordination of the scheme is achieved by the attachment of the Councils for Cooperation between School and Working Life to local education authorities.

Labour Market Training

3.62 For those over 18 unemployment benefits are available if no employment or educational options are available to them. There is a system of labour market training for people who are unemployed or in danger of unemployment. These trainees receive free tuition, materials and travel as well as a monthly training grant. Labour market training is jointly organised by the Labour Market Board and the National Board of Education, which receive advice from a joint advisory delegation (SAMS) which includes employer and employee representatives. Courses are individualised and entry to them is on a continuous basis. There are course committees at the county level and each group of occupations is covered by special training committees under the jurisdiction of the course committees.

Adult Education

3.63 Opportunities for adult education are provided for all those over 16 and about two-thirds of the adult population takes part in some form of adult education. Altogether some 75% of the 7-24 age group are involved in education. Adult education is provided by municipal adult schools, residential adult colleges (folk high schools), voluntary education associations, labour market training programs, higher education institutions, and two state schools for adults.

3.64 All Acts of Parliament concerning study assistance have been assembled into one single statute. A special national board, the Central Study Assistance Board, administers the system, assisted by 6 regional boards, one in each of the 6 regions for higher education.

County Boards of Adult Education and Local School Boards also handle some parts of the system. Study grants are available for all students aged 16-19 irrespective of parents income and study assistance is available for those over 20 studying at secondary level and in higher education. It consists of two parts, a means tested grant and a loan.

EVALUATION

3.65 The creation of the integrated upper secondary school, the system of labour market training, the youth guarantee provisions for 16-18 year olds, the system of adult education and the system of financial assistance were all developed on the basis of comprehensive assessments of needs and future directions. Evaluation of the scheme for 16 and 17 year olds indicates that the goals have not yet been achieved, but that encouraging progress is being made. (99) A Commission on the Economics of Education was set up in 1981 to review education and training in relation to the economy. The report from this Commission could have a significant bearing on future policy.

NORWAY

YOUTH - DEFINITION , POLICY AND ISSUES

3.66 Youth is normally defined as between 13 and 18 years of age. There is a report by the government on 'Youth and Society' (109) which was presented to the Storting in 1982. It sets out basic principles for youth policy and the measures which are needed in various areas to bring them about. The report states that the main aim of the youth policy is to integrate young people into the rest of society and it must therefore focus on inclusion, participation and responsibility. Due regard must be paid to young people in general policy making and the particular problems of youth must be addressed. The report advocates measures to be taken in regard to schooling, employment, housing, leisure, immigrant youth and special youth problems.

3.67 Increasing youth unemployment is recognized as a problem in the report but it is not as great in Norway as in many other countries, mainly because of high school retention rates, and the state of the economy which is favourably influenced by oil revenue.

RESPONSIBILITY FOR YOUTH POLICY

3.68 At the national government level, government ministries responsible for aspects of youth policy include the Ministry of Church and Education for schools; the Ministry of Culture and Scientific Affairs (and within it the Office of Youth and Sports) for sport and leisure and coordination of policy; the Ministry of Labour for employment and housing; the Ministry of Social Affairs for health and problems such as drugs; the Ministry of Law and Police; and the Ministry of Consumer Affairs for family policy and equal opportunity matters.

3.69 At the voluntary agency level there are 68 different groups, comprising political organisations, religious organisations, young farmers organisations and folklore societies, functioning on behalf of youth. These groups receive subsidies from the State Office of Youth and Sports, amounting to 20 million Krona for administration and 30 million Krona for subsidies. The subsidies are used largely for leader training and also provide funds to

the counties and municipalities. These non-government organisations are expected to be democratically organised, with individual members having the right to take part in the election of officers. Therefore in each of the 68 organisations the Board is elected. The membership varies from 5 to 15. In addition to local level organisation, most voluntary agencies have state and regional levels of administration.

STRUCTURES FOR COORDINATION

3.70 The Norwegian Youth Council is the peak organisation for voluntary agencies and coordinates their activities. It was formed in 1979. Another body, the Norwegian State Youth Council was formed in 1982 and is the major coordinating body for youth policy and youth activities. It has representatives from five youth organisations selected by the Norwegian Youth Council and 6 other members. There are two Members of Parliament, one of whom is the chairman; two members who are researchers in the field of youth; a representative of the Housing and Employment Ministry, and a representative of the Social Welfare Ministry. In the Prime Minister's Office there is a youth adviser who works closely with the Office for Youth and Sports within the Ministry of Culture and Scientific Affairs. The National Youth Council and the Norwegian State Youth Council make proposals and the Office for Youth and Sports states how the law will be created to make them effective.

3.71 It should be observed that the Office of Youth and Sports, within the Ministry of Cultural and Scientific Affairs, is really the power behind the throne and has the major part to play in the coordination of youth activities. However, as with coordinating agencies in Japan and Thailand,the budgets for government agencies rest with different ministries and the Office of Youth and Sport does not have the right to instruct other ministries in the use of their budgets. It can only influence them and aim at avoiding duplication by pointing out difficulties which arise from the various budgets of the different agencies. It does have some authority in respect to priorities, but this is hard to define.

PROVISION OF SERVICES

Education

3.72 There is a high educational retention rate. Upper secondary schools are comprehensive and all applicants are eligible to enter them. However, there are insufficient places, and the counties make decisions as to admission. In the county of Akershus near Oslo, admission is on a points system relating to age, work experience, and testimonials from the basic schools. Those unable to enter upper secondary school go to folk high schools or enter employment. In upper secondary schools there are 8 streams. These are general, industrial, commercial, home economics, fisheries and maritime, aesthetic, physical education and sports. Completion of upper secondary school reduces the time spent in apprenticeships to one year. Completion of one year of upper secondary school reduces apprenticeship to two years. Those going straight to apprenticeships from basic school must complete 3 or 4 years of apprenticeship. Tertiary education may be undertaken at a university or a regional college. Regional colleges provide 3 year courses which are interdisciplinary and vocationally oriented.

3.73 There is not a major problem in respect to youth unemployment and therefore the role of the school in any dual system or transition program is not high. Consequently the need for coordination of the large education sector in youth activities does not arise as strongly as in some other countries. However, the report on 'Youth and Society' does recommend further development of combined schooling and work experience, priority in secondary schools to subject fields where there are shortages of manpower, a strengthening of vocational guidance and greater follow-up of school leavers.

Employment

3.74 Money from oil has been of great assistance in the development of government programs and youth programs have benefited. The Labour Government has used the oil funds for the creation of new jobs. Under the former government, companies involved in the employment of youth were subsidised, but under the new government they are to be pressed to take on more responsibility themselves.

3.75 The report on 'Youth and Society' recommends emphasis on combining training and jobs, investigation of special job schemes for unemployed youth, modifying regulations of employment and pay scales, and strengthening the apprenticeship system. It also recommends measures to increase the availability of housing for young people; measures to strengthen leisure activities, sport and the voluntary organisations; and increases to the services provided for immigrants and 'at risk' groups of young people.

EVALUATION

3.76 The report on 'Youth and Society' indicates that a review and evaluation of existing activities and administration has been made, and makes recommendations to improve them.

FRANCE

YOUTH - DEFINITION, POLICY AND ISSUES

3.77 Youth is defined in two groups and plans have or are being developed for 16-18 year olds and for 18-25 year olds.

3.78 There is no written comprehensive youth policy in France.

3.79 Youth unemployment is recognized as a national problem. The main objective of policy directed specifically towards 16-18 and 18-25 year olds is training in vocational skills to enhance the possibilities for employment.

RESPONSIBILITY FOR YOUTH POLICY

3.80 At the national government level the Ministry of National Education develops policy relating to schools and educational institutions.

A new ministry has been created called the Ministry of Professional and Vocational Training, and will be responsible for the Trade Schools. The Ministry will have representation from private organisations, Chambers of Commerce and the Employers Federation.

STRUCTURES FOR COORDINATION

3.81 Government and administration in France is highly centralised and controlled by the national government. Therefore all matters relating to the education, training and employment of youth are coordinated and administered by the government departments of Education and Professional and Vocational Training. The former is responsible for youth within educational institutions, the latter for the training of those who have left schools without a certificate. There appear to be no structures to coordinate policy in other matters related to youth. Again, the major influence on structures appears to be the employment of youth.

PROVISION OF SERVICES

Education

3.82 The age group 11-15 is catered for in compulsory 4 year 'colleges' which are comprehensive and unstreamed. Those who successfully complete the college course may undertake a 3 year program at a lycee leading to a General or Technical Baccalaureat, which provides tertiary entry, or a Technical Diploma. Those with poor academic results (about 25%) may enter vocational lycees. Entry is at two levels, from the third year of college, and on completion of college. The content of the courses in the vocational lycees is determined by inspectors in close cooperation with employers and has an emphasis on vocational training. These schools prepare students for the Diploma of Professional Studies (BEP), which is a broad based qualification for industrial, commercial, administrative, professional or social work, and the Certificate of Professional Competency (CAP) which is more specialised than the BEP, and trains for a particular vocation.

3.83 In each of the Academies, or educational regions, there has been established a Centre for Advice for 16-18 year olds. This advice is given in relation to skills, possibilities for employment, and the special training measures which are being adopted for 16-18 year olds.

Employment and Training

3.84 A feeling has developed in the last few years that there should be a role created for industry and a collaboration between government and the private sector in dealing with the problem of professional training for youth. The major task identified by the new government was trade training and therefore a separate ministry, the Ministry for Professional and Vocational Training, was created.

3.85 There is a plan for developing transition training. This involves children who have left school without a certificate and deals with two age groups, 16-18 year olds and 18-25 year olds. This 16-18 year plan provides a type of training new to France. It consists of training of which less than half is done in schools and more than half in industry. The 18-25 year old

plan is similar and is linked with recurrent education training. Employers receive concessions in respect to their participation in this type of training. An interesting plan is one where unemployment benefits for adults can be taken in a lump sum in order to start new businesses. The persons concerned are given specialist training to enable them to do so.

EVALUATION

3.86 There does not appear to be any formal evaluation planned at the moment.

YUGOSLAVIA

YOUTH - DEFINITION, POLICY AND ISSUES

3.87 Youth has been defined as persons between 14 and 27 years of age.

3.88 There is no specific policy for youth because it is considered that the rights of all other citizens should also be the rights of youth.

There is a National Day of Youth on 25 May, derived from a practice called the Relay, in which a baton was carried around Yugoslavia by youth for three months and delivered to President Tito with a message from the youth of Yugoslavia.

3.89 Youth unemployment between the ages of 17 and 20 years is recognised as a significant problem and they are attempting to overcome it. There are approximately 700,000 unemployed Yugoslavians over the age of 18. As well, there are about 800,000 people working abroad, and Yugoslavia wishes to stimulate their return. Whereas in 1940, 80% of the people lived in the country and worked in agriculture, the figure in 1982 was 30% in the country, and there were 60 times more employed people. There are problems of development, although average per capita income has been raised to A$2,700 per annum. A major national plan is to increase production to higher levels. Sporting and recreational activities are given some attention by the Union of Socialist Youth, but increases in production, national defence, the development of socio-economic relationships, activities in agriculture, and participation in the consultative political process are some of the main concerns for inclusion in youth policy.

RESPONSIBILITY FOR YOUTH POLICY

3.90 In Yugoslavia there is a system of community of interest groups and self-management units. Self management units exist at the local commune, city, republic and federal level. A person over the age of 14 can be elected to a self management unit concerned with education. The minimum age is 18 for all other units. A person has to be a member of a local commune assembly before he can be elected to any other. Youth can therefore participate directly in any of these activities once they have reached the stipulated ages.

The local commune has responsibility for education, social problems and health, and consists of delegates who are elected workers as well as representatives of the Social Political Branches. There is a Union of Socialist Youth which is categorized as one of these Social Political Branches and is therefore represented at all levels. It has a budget of approximately $60 Million (A) a year at the federal level.

STRUCTURES FOR COORDINATION

3.91 The Union of Socialist Youth coordinates work for youth in the areas of social provision and participation, recreation and sport. Every four years a Congress of Socialist Youth of Yugoslavia is convened by the Union of Socialist Youth and covers 1200 delegates from all over Yugoslavia.The decentralized process of decision making means that such congresses generate an enormous amount of talk about problems, which is considered to be a way in which all people can participate in finding solutions.

PROVISION OF SERVICES

Education

3.92 Retention rates are higher than most countries. At the end of the compulsory phase, approximately 95 out of 100 proceed to upper secondary education. Of these, 75 will continue into the second phase and 55 will proceed to complete the two final specialized years of schooling. Of the 55, approximately 40 will continue to higher education. This is an expensive undertaking which is draining the resources of the country.

3.93 Post-compulsory secondary education for those aged 16 - 19 has a link with vocational preparation. The first two years have a common comprehensive core curriculum while the final two years consist of 70% general education and 30% vocationally oriented education including on-the-job training. Curriculum is related to local labour markets. In some centres work placement presents a problem and it is observed that actual work

within the program is not as common a practice as in most vocational education schemes in Europe. In spite of this about 60% of youth during their secondary schooling make a direct link between school and where they would like to work.

3.94 Operating at the autonomous province levels are councils for each major occupation which represent all local organizations of associated labour and deal with designing vocational curricula and commissioning text books. The final 2 years of secondary schooling are financed by the relevant organizations of associated labour and they may also provide special forms of assistance such as scholarships. There are as well competitive, non-means tested allowances awarded on the basis of examinations conducted by special boards at the municipal, city and republic level.

3.95 Each secondary school has a council and management group on which the enterprises for which it is training workers are represented. Students over 18 years are eligible for election to the relevant councils. All qualified students who have completed secondary school are eligible to apply for university entry. There are also 'vise skole' which provide vocationally oriented higher education for middle level occupations.

3.96 Student loans are available for tertiary studies and do not have to be paid back if a university course is completed in 4 years. This is to overcome the problem of long drawn out programs of study which are not uncommon.

3.97 Sporting and recreational activities are compulsory from primary school to university. It is also important to appreciate that at the primary and particularly at the secondary levels all students undertake curriculum activities related to armaments and national defence.

The Union of Socialist Youth

3.98 The Union of Socialist Youth agrees that the education system described above tends to postpone unemployment rather than eradicate it, but considers that it is worthwhile to provide young people with skills that will enable them to obtain jobs when they become available. This Union provides information to youth groups, organizes youth congresses, and undertakes activities

related to the development of youth, across the Republics. It has a budget of about $A60 million a year at the federal level. One of the aims of the Union is to increase production. To this end, they have a voluntary youth work program which has attracted 3,000 young people. They work in construction camps on rail, roads and similar works in order to improve the infrastructure on which production depends.

EVALUATION

3.99 The Union of Socialist Youth is currently evaluating the work of the previous four years in respect to the development of socio-economic relationships, the development of activities in agriculture, particularly at the village level, and their work within the institutions of the political system. They are not satisfied with the work they are doing. The Union is run by youth themselves and the present Executive believes there are problems within the administration. They are not sure there is sufficient appreciation of the work the union does by young people, and are not satisfied with the level of participation of youth delegates in the various activities. They are not satisfied with their cooperation with Matica and believe the union of youth does not participate enough in overseas programs arranged by the Matica.

UNITED KINGDOM

YOUTH - DEFINITION, POLICY AND ISSUES

3.100 In operational terms, there are special measures for the 16-18 age group, and a new scheme begins this year for the 14-16 year age group. Therefore these age ranges could be accepted as the definition of 'youth'.

3.101 The English tradition of reliance on voluntary agencies and local authorities for dealing with general youth problems, when combined with radical re-organisation of local government in 1974 and quick and dramatic changes throughout the 1970's in England's lifestyle, has resulted in unemployed youth being left as the area for which a national rather than a local policy has been developed Other aspects of youth tend to be covered by local agencies.

3.102 The major concerns of young people have been identified by a 1982 Review Group (126) as unemployment, (handled at the national level), racism, and homelessness. Other areas of concern identified by the Review include education, relations with police, leisure provision, provision and cost of public transport, appropriate roles of men and women, the growth of extemist political organisations, and the pattern of age thresholds governing many aspects of work.

RESPONSIBILITY FOR YOUTH POLICY

3.103 The Departments and agencies concerned include the Department of Education and Science, the Manpower Services Commission, Local Education Authorities, voluntary youth agencies, organisations of employers, unions, and religious and ethnic minorities, race relations bodies, the National Youth Bureau and the Department of the Environment.

STRUCTURES FOR COORDINATION

3.104 There is no national coordinating agency but a recent government report in October 1982 has recommended that a Minister within the Department of Education and Science coordinate the relevant work of government departments. Coordinating groups include :-

- The National Youth Bureau, an independent charitable trust, which acts as a national resource centre for information on youth affairs.
- An All Party Parliamentary Lobby on Youth Affairs formed in 1978 to give greater prominence in Parliament to issues affecting the young. Representatives of the five main peak bodies of youth organisations form a liaison group to promote issues through the Lobby.
- Local Education Authorities which provide the bulk of physical facilities for young people, as well as being the main source of experience and policy.
- The Manpower Services Commission, which designs and implements government programs in training and work experience for the under 19 unemployed.
- The Department of Education and Science which provides funds for government and voluntary agencies for youth affairs.

PROVISION OF SERVICES

Education

3.105 Retention rates in the United Kingdom are low; 50% of students leave school after completion of compulsory schooling at 16. Various groups are concerned about the content of school work, and, depending on their

point of view, feel that the school curriculum is not addressing work skills, social skills or proper attitudes to society. As a result a controversial pilot scheme to begin in mid-1983 under the auspices of the Manpower Services Commission will introduce those aged 14 and over and still at school to vocational education. (See para 3.110). There is considerable variation between Local Education Authorities in the provision for post compulsory schooling. Some have provided sixth form colleges, while in other areas large numbers of students of post-compulsory age attend vocationally oriented Further Education Colleges.

Financial Support

3.106 Youths leaving school are entitled to unemployment benefits. For those in post-secondary education there is a scheme of 'Local Grants' worth up to 35 Pounds per week (A$56) cash payment, plus payment of fees, for a large majority of those who pass 'A' level. This cash payment is means tested. There is also a means tested maintenance allowance for students remaining at school after the compulsory period. It is interesting to note that for those undertaking Youth Employment Programs, government benefits are rather more generous than unemployment benefits.

The involvement of private employers is stressed, firms being paid part of the cost of taking on youths both for work experience and training.

Labour Market Training

3.107 The major government effort in relation to the employment of youth is administered through the Manpower Services Commission which consists of representatives of employers, the unions, and the government. It develops programs for youth and has two divisions, Youth Training and Youth Employment. The Employment Division runs Job Centres scattered throughout the urban and rural areas. The Training Division is concerned with adult training and will skill training for young people. The latter is both apprenticeship type of 3-4 years, which is rapidly disappearing, and vocational training.

3.108 The Youth Opportunities Program (Y.O.P.)was created in April 1978 under the Manpower Services Commission with a focus on practical work experience for all young unemployed below 19 years of age. The work programs were usually from 6 to 12 months, with provision for release during work hours to further education courses. Since attendance at further education was voluntary and there was little pressure on employers to provide quality in training, the scheme had limited impact. There was also a Work Preparation Course of full-time training and basic education of 3 to 13 weeks, to introduce unemployed young people to work. In 1981/82 it budgeted for 440,000 persons against a potential of 500,000 clients, but while its program intake has expanded the job-placement rate of its graduates has slumped. In 1982 it catered for half the year's school leavers. The Youth Opportunities Program (Y.O.P.) will end in August 1983, and be replaced by the Youth Training Scheme (Y.T.S.). Both Work Preparation Courses (3-13 weeks) and Work Experience Schemes had provision for voluntary attendance during working hours at classes in Further Education Institutes which provided work, social and life skills. As the system of apprenticeship declined, so too did the traditional day-release market for Further Education courses. There was also a program of Unified Vocational Preparation which developed new approaches to general training for the young employed. Two-thirds of such schemes were sponsored by industry training boards, the rest were organised by colleges.

3.109 Following a review of training policies in 1982, the Manpower Services Commission produced a set of recommendations entitled a New Training Initiative. This has resulted in a new Youth Training Scheme (YTS) to begin in 1983, which will replace existing schemes, including traditional apprenticeships. The aim of the Youth Training Scheme is that all young people under 18 not in full-time education should receive a one year program of planned work experience integrated with related training or further education. Each program will include work experience up to a maximum of 39 weeks, and a a minimum of 13 weeks off-the-job training. Training will provide basic skills of general use in employment as well as skills related to the particular industry. Associated guidance, counselling and assessment will also be provided. Training will take place in firms, further education colleges and other educational institutions, skills centres, training establishments

set up under previous schemes, voluntary agencies and new Information Technology Centres. Participating employers will receive a grant for each trainee from the Manpower Services Commission, and trainees will receive wages from employers or a fixed training allowance. The scheme will be supervised at the national level by a Youth Training Board representing employers, trade unions, local authorities, education and voluntary and youth organisations. At the local level 55 Local Area Manpower Boards will be responsible for the scheme, and their composition will reflect local industry.

3.110 The Manpower Services Commission has moved beyond consideration of vocational education for 16-18 year olds and extended its reach into the final two years of compulsory schooling. It is initiating a scheme which will include the development of vocational curricula and options for the 14 and 15 year olds. Curricula will be developed in conjunction with a consortia of local firms, and the curriculum development base is the Further Education Unit, the Industrial Training Research Unit and the Unified Vocational Preparation Program of the Manpower Services Commission rather than the Department of Education and Science. Local Education Authorities have been invited to participate in the scheme. Although some have expressed disquiet at the MSC's invasion of their territory, the lure of funding has produced many applications. A number of pilot schemes has been established, and these are being supervised by a National Steering Group comprising union, employer and education representatives.

3.111 In the area of adult education, courses are provided principally by Local Education Authorities, residential colleges, extra-mural departments of universities, the Open University and the Workers Educational Association, which provide liberal or vocational education without academic entry tests. The National Institute of Adult Education is a channel of co-operation for these bodies, and it administers the government funded Adult Literacy and Basic Skills Unit.

EVALUATION

3.112 The relevance of school curriculum to subsequent employment and the establishment and continuation of work experience schemes have been regularly reported upon by official committees. A large-scale evaluation of Y.O.P. was completed in October 1982, and the dissatisfaction revealed resulted in the establishment of the new Y.T.S. scheme. The area of general youth work in the voluntary and local sectors was investigated by a Review Group on the Youth Services which also reported in October 1982. (126). Apart from these ad hoc arrangements, no wide scale coordinated evaluation of youth policies has taken place.

CANADA

YOUTH - DEFINITION POLICY AND ISSUES

3.113 In Canada the definition of youth is 15-24 years of age. There is no written overall comprehensive policy on youth in Canada. Youth unemployment is a nationally recognized problem, and the education, training and employment of youth are issues addressed by action at the national and provincial levels. In 1982 total unemployment in Canada was running at 12.8%. The unemployment rate of those between 15 and 24 was 20.9%.

RESPONSIBILITY FOR YOUTH

3.114 At the national government level the major agency involved is the Canada Employment and Immigration Commission, which has a Youth Employment Policy Division. Other federal departments and agencies such as Health and Welfare, Justice, and Indian and Northern Affairs also have programs related to youth. With the exception of Newfoundland, each province operates programs specifically oriented to youth employment. These are conducted through a number of provincial government departments and agencies. There are also a range of voluntary youth agencies with varying forms of organisation and centralisation.

3.115 At the provincial level activities associated with employment are coordinated by the relevant government department - eg the Manpower Ministry in Alberta. They are usually linked in some way with educational provision. In Ontario there is a Youth Secretariat which reports to the Provincial Secretary for Social Development. This body is involved in all major provincial programs for the employment, training and counselling of young people. Ontario also has at the local level 50 Community Industrial Training Committees comprised of representatives of industry, labour, education and government. There does not appear to be any structure for the overall coordination of all aspects of policies related to youth either at the national or provincial levels.

PROVISION OF SERVICES

Education

3.116 There is easy access and re-entry to educational institutions and the beginning of 1983 has seen a rise in retention rates. In fact the withdrawal from the labour force back into schooling has amounted to 140,000 persons. Secondary schools are comprehensive and offer both academic and vocational options. Graduation depends on the accumulation of a required number of course credits, and external graduating examinations have been abolished in most provinces. It is interesting to note that higher education institutions are responsible for their own admission procedures.

3.117 In a few provinces there are a limited number of vocational schools for 16-19 year olds as well as comprehensive schools. Career education and counselling is an integral part of the secondary school curriculum and 'Cooperative Education' is a feature of the curriculum in all provinces, and provides work experience integrated with school programs.

3.118 In most provinces there are efforts to align secondary school vocational programs with post-secondary training programs. In Ontario this is achieved through the common use of standardized training profiles developed in conjunction with business and industry. Alberta and Quebec also have programs for integrating credits for vocational training in secondary school with those in community colleges, apprenticeships and industrial training. Courses taken in secondary school in Ontario can reduce the time spent in off-the-job college training for apprenticeships.

3.119 At the post-school education level, each province has established a system of community colleges. In Ontario these are called Colleges of Applied Arts and Technology. They are post-secondary but non-degree granting and offer a variety of types of vocational training, including diploma courses and apprenticeship training. Colleges can respond quickly to community needs and mount and discontinue programs as required. These programs can lead to university entry.

In Quebec there is a system of Colleges d'Enseignement General et Professional (CEGEP) which combine academic and vocational training. Students may complete a 2 year course leading to university entry, or a three year course leading to a professional qualification.

Student Financial Assistance

3.120 Student assistance for all types of post secondary education is provided by a system of student loans and by means tested grants. Student loans are provided under the Federal Government's Canada Student Loans Plan, which is administered by provincial governments. The provincial government approves the student's application; the student makes arrangements with a bank and is responsible for repaying the money to the bank, beginning 6 months after he or she has completed full-time studies. Interest on the loan is paid by the Federal Government until this time. The Federal Government may take legal action against defaulters, and maintains a loss of only approximately 10% of the amount invested. The amount of the Canada Student Loan is approximately $56.25 per week, with a $9,800 maximum over the educational life of the student. Students can take the loan in any province and mix it with whatever the province can offer. Each province provides a different package of assistance for students on the basis of the federal contribution and an allocation from their own funds. In Ontario the provincial government provides loans for students whose needs are not fully met by the Canada Student Loans Plan, and also provides means tested non-repayable grants for needy students.

Employment and Training

3.121 Through the Canada Employment and Immigration Commission, the Federal Government is spending $1.3 billion on programs for the unemployed, approximately half of which is available to young people. One billion of this is used to buy training places largely in community college programs.

Employment and Immigration Commission programs are aimed at training and employment generation, and although they benefit other age groups as well as youth, some are specifically directed towards youth. They include:-

. Canada Manpower Training Program

. Canada Industrial Manpower Training Program - under these programs the Federal government purchases training positions in post secondary educational

establishments or in industry. Participants must be unemployed. In 1982, 45% of participants in the Industrial Manpower Training Program and 52% of those in the Manpower Training Program were young people. Training allowances are paid to individuals, and grants to employers to subsidize wages.

. Critical Trade Skills Training is a program which assists industry to provide training in skills and occupations requiring specialized skills. 70% of participants in the program are in the youth category.

. Community Service Projects

. Community Development Projects

. Local Employment Assistance Program

. New Technology Employment Program

. Program for the Employment of the Disadvantaged

. Manpower Mobility Program.

The CEIC also sponsors youth specific federal programs which include :-

. Youth Employment Centres

. Canada Employment Centres on Campus

. International Young Workers Exchange

Another major commitment of the Canadian Government to young people is in providing summer employment, mainly for students, in programs such as Summer Canada, Native Internship, Summer hiring by Commission or Department, Canada Employment Centres for Students and the International Student Exchange.

3.122 Apprenticeships are governed by provincial legislation, but the federal government provides funds. Apprentices must be over 16. Numbers in apprenticeships have increased recently, but in 1980 only 16% of companies trained apprentices, and the system is not as well established as in Australia.

3.123 In addition to Federal Government initiatives, each provincial government operates training, summer-hiring, and other programs to combat unemployment, which complement the federal programs. In Ontario these concentrate on summer hiring and work experience programs, and also include employment counselling, a Student Venture Capital Program, and a 'Careers Week'. Two major programs mounted by Ontario to combat youth unemployment are: first, the Ontario Career Action Program (OCAP) for which participants must be 16-24, out of school, and unemployed for 3 months. They are provided with traineeship positions in industry or college for a period of 16 weeks. The second is the Ontario Youth Employment Program (OYEP) which subsidizes wages for 20 weeks work experience.

EVALUATION

3.124 The Youth Employment Branch of the Canada Employment and Immigration Commission maintains and publishes a full register of federal and provincial programs related to youth, and produces a number of studies. The 1980 Survey (154) examined young peoples' labour market experiences and attitudes and was made available widely throughout Canada.

U.S.A.

YOUTH - DEFINITION POLICY AND ISSUES

3.125 There is no consistent definition of a youth age group throughout the USA and no overall national policy for meeting the requirements of youth or coordinating provision for them. There has been a number of national programs for enhancing training and employment opportunities, including those of youth. Individual states have adopted their own approaches to the varying problems of youth but there is a bewildering array of uncoordinated programs. Youth unemployment is recognized as a major national problem. Whereas overall unemployment in the US is 12%, for those under 21 it averages 25% and exceeds 40% amongst the youth of some minority groups.

RESPONSIBILITY FOR YOUTH POLICY

3.126 At the federal level several government departments, including those of Education, Labor, Health and Human Services, Justice, Defence, and Transportation carry out activities related to youth. There is an Office of Youth Programs within the Employment and Training Administration, Department of Labor.

At the state level, separate state government departments are responsible for different aspects of youth-related activity, and local government also takes initiatives in this area. Education is constitutionally a state matter and although the state is assuming more and more financial responsibility, the local school boards still have an important role to play. Their contribution to youth training varies considerably.

In the voluntary sector, the National Youth Work Alliance is a national body which provides training, information and technical assistance to those who are running or establishing programs. Its members include workers with youth in programs such as the Runaway Program, the Juvenile Justice Program, the Alternative Education Program and the Youth Services Program. It has 26 large coalition members in 33 states, and is also linked with 800 voluntary agencies that provide services for youth.

There are also separate national offices for voluntary agencies such as Scouts, Red Cross, and Camp Fire Clubs. The National Youth Alliance is attempting to link with these organisations at the national level in order to form an effective lobby in Washington, particularly in relation to employment legislation.

STRUCTURES FOR COORDINATION

3.127 The National Youth Work Alliance acts as a coordinating body for youth workers in the voluntary sector in order to provide a coherent approach to lobbying the national government. However, in the government sector there is no real national coordinating body in relation to youth problems. The people who work with youth come from a diverse group of government departments and tend to adopt a 'problematical approach'. It is believed that the establishment of an organisation dealing with a comprehensive youth policy could only be accomplished if it were part of a presidential platform, as it would affect power relationships between federal, state and local governments and between government and the private sector, as well as the demarcation of responsibilities between different government agencies. No state has a clearly stated youth policy. In some cases there are various agencies at work, as at the federal level; but structures for coordination are weak and ineffective.

PROVISION OF SERVICES

Education

3.128 Schools and other educational institutions provide the means of training, education and preparation for the job market for most American youth. The apprenticeship system is not as important as in Australia. Retention in secondary schools is high, with an overall rate of about 75%. However this varies according to the state and the county and is related to the affluence of the particular community. There are a large number of junior and community colleges as well as universities. Many of these are private organisations. There are no controls over the number of persons that universities and colleges can train or the areas in which they are

trained. This is in keeping with the basic philosophy of free market forces determining the ways in which students select their programs, and the success or otherwise of their efforts to obtain employment.

In California in the last decade a high percentage of community college students transferred to university programs. However, currently less than 5% of these graduates go on to universities. Therefore the community colleges have provided more and more courses of a similar type to those provided by high schools, thus creating competition between institutions similar to that occurring in Victoria between high, technical and TAFE institutions.

3.130 Student financial aid is available under a number of programs. These include the :-

- Basic Education Opportunity Grant (BEOG) under which the Federal Government provides up to $1800 on a means tested basis for university students;
- Supplemental Education Opportunity Grant (SEOG) which is distributed to institutions on the basis of the economic conditions in the locality;
- College Work/Study Program which provides hourly wages for work up to 15 hours a week on campus based jobs such as assistance in libraries, bookstores, and to professors;
- Guaranteed Student Loan Program (GSL) which provides a federal government guaranteed loan of up to $2,500 from any bank; and
- National Direct Program which provides loans to institutions which then lend it to students. In practice middle income earners tend to borrow more heavily to attend higher prestige institutions, while low income earners borrow less and attend less prestigious institutions.

Programs for Training and Employment

3.131 The Comprehensive Education and Training Act of 1973 (CETA) consolidated separate manpower and training programs and made state and local government responsible for their operation. CETA was administered through local sponsors in the private and public sectors. Its aim was to provide training to enhance employability and to use

that training as a vehicle for the generation of new employment. It was supplemented in 1977 by the Youth Employment and Demonstration Projects Act, which provided annual funds for a range of research, evaluation and demonstration activities to increase understanding of the employment problems of youth and the effectiveness of programs provided by CETA prime sponsors.The program was re-authorised for a further 4 years in 1978. The Youth Act of 1980 provided a further focus on its youth component and made changes in the area of youth demonstration programs. It was replaced finally in October 1982 by the Job Training Partnership Act. This Act provides for training programs to enhance employability rather than to create employment, and focusses on the private, rather than the public sector. Performance standards for programs are developed by the Secretary of Labor, and criteria for the success of those directed towards youth include attainment of employment competencies, enrolment in further education and enlistment in the military services. 90% of participants in funded programs must be economically disadvantaged, and 40% of funds must be granted to programs serving young people aged 16 to 21. There are severe restrictions on the payment of training stipends or other assistance to participants. The program is administered at the local level. Local governments are expected to provide a Planning Board consisting of employers, local government members, and citizens. The employers provide expertise and inform the group of job vacancies and job skills needed. State governments are expected to provide some matching funds. The total cost of the program is expected to be between $2-5 billion. Employers receive tax credits for taking on veterans, the chronically unemployed and displaced homemakers. The Jobs Corp Program, operated by the Federal Government since 1964, has been retained. This provides intensive remedial education, training and related services in residential centres for youth with severe labour market handicaps.

3.132 The Targeted Jobs Tax Credit (TJTC), begun in 1978, provides tax credits to employers who hire economically disadvantaged students between 16 and 19 participating in a cooperative education program. Employers are entitled to claim a tax credit equal to 50% of the first $6,000 of wages paid to an eligible employee during his/her first year of employment, and 25% during the second year. This program was designed to encourage private employers to hire more disadvantaged workers than would otherwise be the case. In 1982 the program was amended to allow employers to claim credit for 85% of the first $3,000 paid to 16-17 year old disadvantaged youth hired for summer jobs.

3.133 An American Conservation Corps Act (160,162) was passed in early 1983 to provide jobs and job training for the unemployed in the area of conservation and development of lands managed by federal agencies, Indian tribes, and state and local governments. The corps may also serve on private land, with owners paying for private benefits.

Corps members are to receive skills training, certification, counselling, and post corps job placement assistance, and will receive the minimum wage. The Federal Government has authorised $50 million for fiscal 1983 and $250 million annually for 1984-89, from revenues received from the leasing and franchising of activities on federal land. At least 35% of revenues will be distributed to states, 35% to federal departments and agencies and 5% to Indian tribes. States must pay 15% of state project costs, and must assign 10% of funds to local governments.In terms of participation, the persons concerned must be 16-25 for year-round programs, and 15-21 years for summer programs. Special consideration in recruitment is expected to be given to the disadvantaged and youth in areas of high unemployment. This program replaces the Youth Conservation Corps activities which operated under CETA.

EVALUATION

3.134 There has been a considerable amount of evaluation of particular programs under CETA and YEDPA, with varying results. Evaluations of the Targeted Jobs Tax Credit have revealed that it has had a low level of utilization due to the resistance of employers and the reticence of eligible job seekers. In terms of overall provision for young people there has been no comprehensive evaluation.

CHAPTER FOUR

SUMMARY OF OVERSEAS FINDINGS

DEFINITION - POLICY AND ISSUES

4.1 The definition of youth varies in different countries, but in most cases programs and policies dealing specifically with a defined 'youth' age group cover the years from the end of compulsory schooling, usually 15 or 16, to the age of 19 or in some cases the mid 20's. There is a worldwide recognition that this age group constitutes a community of interest whose needs require specific attention.

4.2 Several countries have a written statement of aims or principles for youth policy, notably Japan, Thailand, China and Norway. In the case of the first three countries, this tends to be an abstract statement of values rather than a practical starting point for action, and relates mainly to the kinds of personal characteristics they would like youth to develop to fit the national goals of the country concerned. Norway's statement is more detailed and provides a series of objectives which form the basis for action in the provision of services for youth in various areas. Other countries, such as Germany, Sweden and France, while not having an overall statement of principles for youth policy, do have a coherent nation-wide approach to the major issues affecting this age cohort.

4.3 The problems addressed by youth policy in different countries reflect the culture, economic situation and major concerns of the country involved. In Japan activities are directed towards social cohesion, in Thailand, national pride and defence, in China, service to the community and nation, and in Norway and Yugoslavia inclusion and participation in decision-making and responsibility.

4.4 Almost all countries acknowledge youth employment, education and training as major national concerns. Worldwide recession, coupled with longer term economic and social changes, have led in many cases over the last decade to a reassessment of accepted post-World War 2 patterns of provision in these areas

4.5 Youth unemployment is a major problem for policy formulation in almost every country visited with the exception of Japan, where high educational retention rates and relatively low unemployment overall mean that youth unemployment is not a major issue. The UK has the greatest problem of youth unemployment, with an average of 30% unemployment amongst 16 - 17 year olds in 1982. The USA has an average unemployment rate of 25% for 17 -25 year olds, in spite of a high school retention rate. The rate exceeds 40% for the youth of some minority groups. Canada is also experiencing high youth unemployment, averaging 20.9%, although there are now signs of a significant withdrawal from the labour market back into full-time education. In contrast, Germany's rate of unemployment for 15-18 year olds is lower than that for the workforce overall, and a similar pattern is experienced in Yugoslavia. In both countries, however, unemployment for 18-25 year olds is as high as, or higher than, the national average.

RESPONSIBILITY FOR YOUTH AND STRUCTURES FOR COORDINATION

4.6 A wide range of government and non-government agencies is involved in the provision of services for young people in all of the countries visited. Several countries have structures for the overall coordination of youth policy over the full spectrum of functional areas. In Japan, Thailand and Norway this responsibility is located in a unit within a government department, in Japan and Thailand, the Office of the Prime Minister, and in Norway, the Ministry of Cultural and Scientific Affairs. These units do not themselves administer programs, but coordinate the work of other govenment agencies and determine overall policy. They are assisted by advisory committees or councils, in Japan consisting of experts, and in the other two countries representatives of all major government and voluntary agencies as well as experts. In Norway politicians are more strongly represented than in the other countries.

4.7 Countries which do not attempt to coordinate over the whole spectrum of functions which affect youth have in most cases attempted some form of coordination in the areas of youth education, training and employment. In Germany, state and federal responsibilities in education and training are clearly defined and cordinated through the BLK (A State/Federal Commission) and the KMK (Conference of State Ministers for Education). In Sweden

legislation has conferred on local education authorities the responsibility for 16 - 18 year olds, whether in school or not, and the coordination of educational, training and employment options for them. Britain's Manpower Services Commission has assumed responsibility for the employment, training and education of 16-18 year olds, and is extending its jurisdiction below compulsory school leaving age with pilot schemes for students of 14 and 15 years of age.

4.8 In most countries national structures for coordination are matched by similar structures at regional and local levels. In Japan and Thailand for example, the policy units and advisory councils of the national government are also features of the prefectural or provincial governments and the municipal administrations. There is a strong trend towards decentralization in most countries, including Sweden, Yugoslavia, Thailand, the US and Germany, where state, regional or local authorities have major responsibilities in this area. They claim that this ensures responsiveness to local or regional conditions.

4.9 In countries which are making a comprehensive attempt to provide a coordinated series of options for young people in the areas of education, training and employment, there is close cooperation between education, manpower and training authorities. This is particularly the case in Sweden, Germany and Yugoslavia where representative bodies which include industry, employers, trade unions and youth themselves are features of the measures adopted.

EDUCATION, TRAINING AND EMPLOYMENT

4.10 Education for the post-compulsory age group has been reviewed or reconstituted in many countries during the last decade, and patterns of provision vary. In many countries, institutions catering for this age group are separate from those providing compulsory-level secondary education, and there is a strong trend towards increasing the vocational component in upper secondary schooling. In China this is taking the form of preparation for specific jobs, but in most other countries vocational education is of a broader nature. Sweden and Norway have Integrated Upper Secondary Schools which offer a wide range of courses, both academic and vocational, in a number of occupational groupings; and Yugoslavia also has an integrated form of provision at this level. France has both vocational and academic upper secondary schools, and

Germany has a complicated system of different types of vocational, general and academic schools. Japan's upper secondary schools, on the other hand, still concentrate on academic provision. Britain is developing a diversity of post-compulsory institutions, including sixth form colleges and Further Education Colleges.

Only in the USA and Canada have secondary schools providing for both compulsory and post-compulsory students in the same institution remained relatively unchallenged.

4.11 Many countries have a consistent and integrated approach to the education, training and employment of young people in the years following compulsory schooling. These include :-

- Germany, where there is a 'dual system' of training in vocational schools and on the job which is compulsory for the three years following the end of compulsory schooling for those who do not continue with full-time education.

- Sweden, where the upper secondary school provides a full range of vocational training, including apprenticeship training, in cooperation with industry and employers. Under a form of 'youth guarantee', individuals up to the age of 18 are entitled to education, training, employment, or a combination of these under a unified allowance system.

- Yugoslavia, where post-secondary schools are closely linked to vocational preparation and local labour markets, and are financed by organisations of associated labour, which are also involved in the preparation of vocational curricula and assistance to students.

In these countries unemployment in the age group 15-19 years is lower than the national average. However it is postponed to the older age group rather than eradicated. In spite of this, authorities in these countries expressed the view that the education, training in vocational skills and work experience were of personal value to young people and would enhance their propects when economic conditions improved.

4.12 Other countries are engaged in implementing new initiatives or reorganizing existing ones to achieve such an integrated approach. These include :-

- France, which for purposes of dealing directly with youth unemployment has created a Ministry of Professional and Vocational Training, and has initiated a program of training in both schools and industry for 16-18 year olds.

- The UK, where the Manpower Services Commission is reorganizing existing schemes into a Youth Training Scheme with a coordinated training policy to begin in 1983.

4.13 In the USA and Canada the idea of an integrated comprehensive youth policy is not favoured and a 'problem' approach is taken to unemployment as a whole. In Canada the Employment and Immigration Commission operates manpower training programs for the unemployed, some of which are youth specific, and summer job programs for students. In the USA a recent Jobs Partnership Training Act provides for a range of programs for unemployed people under 21 years of age.

A STATEMENT OF MAJOR FINDINGS

4.14 This summary reveals the following major findings:-

- Youth is defined usually from 15 to 19 years, in some cases to the mid-20's.

- Some countries have a written statement of aims and principles.

- The problems addressed by youth policy in different countries reflect the culture, economic situation and major concerns of that country.

- Almost all countries acknowledge youth employment, education and training as a major national concern.

- A wide range of government and non-government agencies is involved in the provision of services for youth in all countries.

- Some countries have a national co-ordinating unit for coordination across the full spectrum of youth services, but in none of these countries does the coordinating unit have responsibility for administration of any particular service

- All countries are attempting some form of national coordination in respect to youth education, training and employment.

- In most countries national structures for coordination of whatever kind are matched by similar structures at the provincial and local level.

- In most countries political leaders, educators, employers, representatives of industry and trade unions, and in a few countries, youth themselves, are involved in policy development at all levels.

- In many countries, secondary school curricula, and particularly programs for the post-compulsory age group, have been or are being reconstructed.

- Separation of institutions catering for the post-compulsory age-group from those providing compulsory-level secondary schooling is a development in many countries.

- Nearly all developed countries offer some form of financial support to youth but the amount, its form and associated conditions vary considerably from country to country.

SUMMARY OF AUSTRALIAN FINDINGS

DEFINITION - POLICY AND ISSUES

4.15 To be fully comprehensive a youth policy should deal with every aspect of society which affects young people, including education, training, employment, health, law, housing, transport, recreation and social relationships. In Australia there is no such comprehensive national statement of what constitutes the 'youth' age group, its needs, problems, and responsibilities and what operational objectives are appropriate to meet them.

4.16 While at the state and federal levels processes have been initiated towards the development of comprehensive policies for youth and the coordination of services, there is as yet little in the way of concrete results. At the moment, Australia and the USA have the most uncoordinated approach to the problems of youth and their solutions.

4.17 Unemployment in the 15-19 year old group is higher in Australia than in any of the countries which were visited except for the UK. Even in the 15-25 year old age group, where the USA has the worst unemployment situation, Australia ranks only behind the USA and the UK.

4.18 Coinciding with the high level of youth unemployment in Australia has been a decline in the participation rates of young people in schooling and higher education between 1975/6 and 1981/82. This decline has been offset partly by participation in the TAFE sector, which has become a major component in the educational activities of young people, and has shown signs of reversal in 1983 as the labour market deteriorated even more sharply.

4.19 As a result of these trends the functional areas which have received most attention are education, training and employment, and in fact definitions of a comprehensive youth policy are more and more being attached to provision in these areas. This is too restrictive. The central question for youth policy is how to provide for 15-19 year olds a means of transition to adulthood which will allow them to use their time constructively, develop

skills for future workforce participation, adult roles, and social relationships and provide them with social support systems and avenues for participation in society. Certainly, provisions for education, training and employment are central to this question, but activities in a wide range of other areas are also of direct relevance.

4.20 Young people are at a crucial and vulnerable stage of their development. Through their national and state youth agencies they have expressed an urgent need for information, counselling and support services in the areas of health and human relations. A number of studies have also emphasised the continuing importance of enabling youth to put their energies to use in constructive social and recreational activities, and provision of opportunities in these areas is seen as important in countering apathy, poor self-concept and destructive behaviour. With the deterioration in the economy and the growth of unemployment over the last few years, youth accommodation and the extent of homelessness amongst young people have emerged as further problems which raise fundamental issues for youth policy. Above all, young people need to be seen as responsible members of society, and awareness of avenues for effective participation in decision-making on their own problems, and the development of the necessary skills, should be a part of the provisions for youth. Anomalies in laws relating to the ages at which young people are assumed to be responsible for their own actions will also need investigation.

4.21 It must be recognized that the problems of youth are not spread evenly over all young people. Females, racial and ethnic minority groups, Aboriginals, isolated rural youth, those from socio-economically disadvantaged families, and physically and mentally handicapped persons are more likely to require special attention in provisions for youth.

RESPONSIBILITY FOR YOUTH AND STRUCTURES FOR COORDINATION

4.22 The social infrastructure and services provided by governments for the whole of society impinge on young people as on other age groups, and therefore almost all government departments at federal and state levels have functional responsibility for some aspect of policy relating to youth. However, there are a number of

programs and services provided by federal and state governments which are youth-specific, or which relate to youth more than to other age groups. These programs and services are primarily concerned with education, training and employment, but there are also initiatives in the areas of youth accommodation, social support services and recreational needs. Youth bureaux or offices of youth affairs have been developed within federal and state administrations to formulate policy and provide coordination and advocacy for youth programs.

4.23 There remains a lack of coordination between different programs operated by the federal government. Education and training schemes operated by DEIR or jointly by DEIR and DEYA such as CRAFT, SYETP, School to Work Transition and EPUY are not well coordinated with one another. Youth support schemes such as CYSS and accommodation programs such as YASP are not linked effectively with education, training and employment programs. A similar fragmentation of services is evident at the state level.

4.24 A lack of coordination exists also between state and federal initiatives and a lack of clarity as to their respective responsibilities. Some joint state-federal programs exist, notably School to Work Transition and the Youth Accommodation Services Program, but these are in isolated areas of concern and are superimposed on existing state responsibilities in these areas.

4.25 The ad hoc nature of federal and state initiatives in different sectors militates against effective coordination at the regional and local level. In several regions of Victoria, regional offices and committees of relevant government and non-government agencies have developed structures for the coordination of their efforts across functional areas and attempted to integrate resources from different programs to make more effective provision. The rigid requirements of the funding departments and the lack of effective mechanisms for departmental liaison at federal or state levels has made these attempts very difficult.

EDUCATION, TRAINING AND EMPLOYMENT

4.26 Many criticisms have been made of the discrete and isolated nature and lack of clear objectives in federal programs for enhancing the employment prospects of youth. Amongst these are :

- Programs such as EPUY, SYETP and PVC are not based on any training rationale and are only available to those already unemployed rather than forming part of a comprehensive set of options for all youth.
- The problems of structural change in industry are not systematically addressed in programs for vocational training and apprenticeships. There is no overall approach to the question of prevocational training and the respective roles of educational institutions and industry in providing it.
- Specifically labelled 'transition' programs in schools and TAFE isolate one factor in education and often one group of students. This deflects attention from the need to review curricula and structures in secondary education and TAFE as a whole and may distort state initiatives in this area.

4.27 The diversity of schemes for financial assistance for young people in relation to education, training and unemployment relief have led to anomalies in provision for different individuals and have not been conducive to the formation of effective links between education, training and employment. This has led to demands for some form of rationalisation. One way of achieving this is by replacement of existing schemes by some form of 'youth guarantee' allowance available to all young people.

4.28 Increasing retention rates in formal educational institutions has been stated as a major goal of government policy, and has begun to occur naturally in 1982/83 as the youth employment situation deteriorates further. However, the nature of educational provision for the post-compulsory age group requires some examination if this improvement in participation rates is to continue. Large groups of young people have demonstrated disaffection with the institutional context of secondary schooling in which they are accorded the status of non-autonomous minors, do not achieve success or recognition, and may not find curricula to suit their needs. Increased participation

in TAFE, where students have more adult status and can choose courses directly related to their perceived needs highlights these problems and blurs the distinction between secondary and post-secondary education. The institutional context and curriculum offerings of post-compulsory education as a whole are in need of review and a comprehensive approach. Educational experiences offered this age group need to be attractive to them, provide a sense of achievement, be useful to the students future needs, and be of a high standard of quality.

4.29 While the provision of education and training must be central to any provision for youth, their needs cover a wider range of areas and their successful transition to adulthood requires participation in other social and recreational endeavours as well. One means of providing for young people the social dignity, avenues for participation in society, social support networks, information and advice, and options for relevant educational and training activities that are necessary for them would be to develop, where possible from existing institutions, Youth Complexes which offer a wide range of such services which young people may voluntarily choose to suit their own needs and requirements. High quality educational and training programs, both academic and practical, would be a necessary component of the services offered by such complexes.

RECOMMENDATIONS

(Main paragraph references are cited)

Education

Recommendation 1 — Review the legal and social status of students in post-compulsory educational institutions in relation to the degree of independence and personal responsibility attributed to them and the extent to which they are viewed as subject to custodial care.

(Paras 1.12,1.22,2.3)

Recommendation 2 — Review the structure of the provision of education for 15-19 year olds with a view to clarifying the roles of TAFE and secondary schools.

(Paras 1.9,1.69,1.72,2.8,2.18,2.23,4.28)

Recommendation 3 — Conduct a large-scale examination of curriculum coverage at the two years of compulsory education for 13 and 14 year olds and the four years of post-compulsory education for 15-18 year olds.

(Paras 1.12,1.15,2.3,2.18)

Recommendation 4 — Re-establish as free-standing statutory institutions, the Curriculum Development Centre and the Educational Research and Development Committee.

(Paras 1.12,1.15,2.3,2.18)

Recommendation 5 — Examine the possibilities of establishing new types of educational institutions more compatible with the values and aspirations of students such as senior colleges, comprehensive post-year 10 colleges, and completely new-style four year youth complexes for 15-18 year olds.

(Paras 1.12,1.15,1.69,1.88,2.3,2.18,2.23)

Recommendation 6 — Establish mechanisms for cooperative schooling and training between educational administrators, employers and industry.

(Paras 2.5,2.14, 2.15,2.17,2.18,2.21,2.22,2.23)

Recommendation 7 — Improve student support services at the school or youth complex level in respect to career guidance, counselling, health, welfare and legal services, and accommodation assistance.

(Paras 1.16 to 1.19, 1.20,1.21,1.22,1.23,2.20,2.21)

Recommendation 8 — Examine the criteria and the procedures for certification of student progress at various levels so that a wider range of experience and learning is delineated and recognized.

(Para 2.3)

Training and Employment

Recommendation 9 — Replace the present disjointed series of training programs for unemployed youth by a coordinated range of training and educational opportunities for all school leavers, with a consistent training rationale, and with full information provided to individuals about the options available at the end of compulsory schooling.

(Paras 2.14,2.15)

Recommendation 10 — Review apprenticeship training and extend vocational training with an on-the-job component to occupational areas not covered by traditional apprenticeships

(Paras 2.5,2.23)

Recommendation 11 — Involve manpower planning authorities, educational authorities, industry and unions in developing policy and planning in vocational training, formulating standards and regulations, and developing curricula and certification procedures.

(Paras 2.5,2.15,2.23)

Recommendation 12 Review and clarify the respective responsibilities of industry and government in training and develop unified incentives and regulations for the participation of employers.

(Paras 2.16,2.18,2.23)

Recommendation 13 Review the legal position of apprentices and young people receiving work experience or on-the-job training, with regard to the types of tools allowed to be used, work activities and responsibilities permitted, workers compensation and legal liability.

(Para 1.22)

Recommendation 14 Strengthen the regional coordination of different types of provision for education and training so that omissions might be covered and overlap avoided.

(Paras 1.41,1.72,2.20,2.21)

Financial Support

Recommendation 15 Establish a national investigation into the benefits, costs and implications of replacing unemployment relief payments and the bewildering variety of allowances at present available with a basic Youth Grant plus a means-tested Youth Allowance paid directly to all 15, 16, 17 and 18 year old persons.

(Paras 1.26,1.57,1.59,1.82,1.84,2.9 to 2.13)

Accommodation

Recommendation 16 Allocate additional resources to the provision of accommodation for young people on a continuum ranging from supported to independent accommodation with an open-ended time scale.

Recommendation 17 Continue the provision of short-term emergency accommodation and maintain the practice of a defined percentage of public housing being made available for single persons sharing accommodation.

(Paras 1.16 to 1.19)

Legal Matters

Recommendation 18 Eliminate anomalies in the law relating to the ages at which persons are permitted to assume responsibility for their actions, particularly in regard to industrial legislation, family law and civil rights.

(Para 1.22)

Participation of Youth in Decision-Making

Recommendation 19 Continue to support the work of the voluntary sector and its peak councils.

Recommendation 20 Ensure that young persons or agencies representing them are able to participate in all committees making policy which affects youth in major ways.

Recommendation 21 Establish centres in local areas under self-management groups for the provision of imformation, counselling and referral, and the facilitation of social and recreational activities.

(Paras 1.20,1.23,1.24)

Coordination

Recommendation 22 As one of the methods which might be adopted to achieve coordination, establish interrelated coordinating committees at national, state and regional levels with proper service facilities.

(Para 4.1)

Recommendation 23 As a matter of urgency, the Prime Minister and the State Premiers should agree to the establishment of a National Committee on Youth Policy comprising persons from government and non-government agencies at federal and state levels and with the function of making recommendations for action on matters affecting youth to the federal and state governments.

(Paras 4.22 to 4.25)

Recommendation 24 In each state, a similar Committee on Youth Policy should be established including those persons from the state who are members of the National Committee and others, including youth themselves, who are active in youth affairs at government and non-government levels.

(Paras 1.24,1.39,1.40,1.71)

Recommendation 25 At the regional level in each State, committees should be established with persons from government departments responsible for youth related activities, voluntary organisations, and other associated non-government groups to provide information to the State Committee on possible programs for the region. A person representing the regional committees should be a member of the State Committee.

(Paras 1.41,1.71,1.84)

Recommendation 26 Offices of Youth Affairs located in host departments at federal and state levels should be established to service the committees, carry out required research, disseminate information, maintain communication between the various organisations and arms of government associated with aspects of youth affairs, and maintain the implementation and evaluation of agreed policies and programs for youth.

(Paras 1.35,1.39)

Recommendation 27 A Federal Office of Youth Affairs should either in its own right or through its support for the broadening of the work of the Australian National University, establish a National Clearing House for the dissemination of information concerning all aspects of Youth Policy.

(Para 2.1)

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